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LEGISLATIVE HISTORY

Public Law 361--80th Congress

Chapter 489--1st Session

H. R. 3043

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DIGEST OF PUBLIC LAW 361

CRAB ORCHARD CREEK LAND UTILIZATION PROJECT. Transfers to the Interior Department the Crab Orchard Creek Land Utilization project of approximately 21,325 acres now administered by SCS, and the Illinois Ordnance Plant of approximately 22,500 acres now under the War Assets Administration, except such portions of the Plant as may be directly or indirectly utilized by the War Department. Authorizes the subsequent transfer of the portions now being utilized by the War Department upon determination of the Secretary of War that such use is no longer required. All transferred real estate, including the ordnance plant, will be administered by the Interior Department through the Fish and Wildlife Service for the conservation of wildlife and development for agricultural, recreational, industrial, and related purposes. Authorizes the leasing of the lands chiefly valuable for industrial purposes.

INDEX AND SUMMARY OF HISTORY ON H. R. 3043

January 27, 1947 H. R. 1397 was introduced by Rep. Bishop and was referred to the House Committee on Public Works. Print of the bill as introduced. (Similar bill).

April 15, 1947 H. R. 3043 was introduced by Rep. Bishop and referred to the House Committee on Merchant Marine and Fisheries. Print of the bill as introduced.

May 21, 1947 Hearings: House, H. R. 3043.

Resume of hearings.

July 3, 1947 House Committee reported H. R. 3043 with amendments. House Report 790. Print of the bill as reported.

July 7, 1947 S. 1577 was introduced by Senator Brooks and was referred to the Senate Committee on Armed Services. Print of the bill as introduced. (Similar bill).

July 14, 1947 House Rules Committee reported H. Res. 290 for the consideration of H. R. 3043. House Report 904. Print of the Resolution.

July 21, 1947 H. R. 3043 was debated in the House and passed with amendments.

July 22, 1947 H. R. 3043 was referred to the Senate Committee on Interstate and Foreign Commerce. Print of the bill as referred.

July 23, 1947 Senate Committee reported H. R. 3043 without amendments. Senate Report 701. Print of the bill as reported.

July 24, 1947 H. R. 3043 was discussed in the Senate and passed as reported.

August 5, 1947 Approved. Public Law 361.

80TH CONGRESS
1ST SESSION

H. R. 1397

IN THE HOUSE OF REPRESENTATIVES

JANUARY 27, 1947

Mr. BISHOP introduced the following bill; which was referred to the Committee on Public Works

A BILL

To authorize the transfer to the Department of the Interior of certain lands in Illinois acquired by the War Department.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the War Assets Administrator or the disposal agency
4 to which such property has been assigned for disposition is
5 authorized to transfer to the Department of the Interior
6 for administration and use by the Fish and Wildlife Service
7 in connection with the conservation of wildlife and related
8 purposes all those tracts of lands, together with improve-
9 ments thereon, acquired by the War Department in William-
10 son County, Illinois, and designated as the Illinois Ordnance
11 Plant, excepting, however, approximately three thousand

1 acres of land classified by the War Assets Administrator
2 as industrial or institutional lands, without a transfer of
3 funds.

80TH CONGRESS
1ST SESSION

H. R. 1397

A BILL

To authorize the transfer to the Department
of the Interior of certain lands in Illinois
acquired by the War Department.

By Mr. Bishop

JANUARY 27, 1947

Referred to the Committee on Public Works

80TH CONGRESS
1ST SESSION

H. R. 3043

IN THE HOUSE OF REPRESENTATIVES

APRIL 15, 1947

Mr. BISHOP introduced the following bill; which was referred to the Committee on Merchant Marine and Fisheries

A BILL

To provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That in order to promote the orderly development and use
4 of the lands and interests therein acquired by the United
5 States in connection with the Crab Orchard Creek project
6 and the Illinois Ordnance Plant in Williamson, Jackson,
7 and Union Counties, Illinois, consistent with the needs of
8 agriculture, industry, recreation, and wildlife conservation,
9 all of the interests of the United States in and to such lands
10 are hereby transferred to the Secretary of the Interior for

1 administration, development, and disposition, in accordance
2 with the provisions of this Act.

3 SEC. 2. All of the lands transferred to the Secretary of
4 the Interior, pursuant to the provisions of this Act, first
5 shall be classified by him with a view to determining, in
6 cooperation with Federal, State, and public or private
7 agencies and organizations, the most beneficial use that may
8 be made thereof to carry out the purposes of this Act, and
9 thereafter such lands as may be properly utilized for the
10 development of agricultural, industrial, and related purposes
11 shall be sold or otherwise disposed of at such times and
12 under such terms and conditions, including exchange as
13 authorized by section 302 of the Act of June 15, 1935
14 (49 Stat. 381; 16 U. S. C. 715d-1), as are deemed to
15 be in the best interests of the United States and consistent
16 with the purposes of this Act. All lands not sold or other-
17 wise disposed of shall be administered by the Secretary of
18 the Interior, through the Fish and Wildlife Service, as a
19 wildlife management area in accordance with, and subject
20 to the provisions of, the Act of August 14, 1946, and
21 Acts supplementary thereto and amendatory thereof.

22 SEC. 3. All moneys received by the Secretary of the
23 Interior from the sale or other disposition of lands, in accord-
24 ance with the provisions of this Act, shall be credited to

1 the then current appropriations for the administration of
2 wildlife refuges and shall remain available until expended
3 for the administration, maintenance, and development of
4 such of the lands as are made available by this Act for
5 administration as a wildlife management area.

A BILL

To provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes.

By Mr. BISHOP

APRIL 15, 1947

Referred to the Committee on Merchant Marine and Fisheries

TRANSFER OF CERTAIN LANDS IN THE STATE OF ILLINOIS TO THE SECRETARY OF THE INTERIOR

HEARINGS BEFORE THE SUBCOMMITTEE ON CONSERVATION OF WILDLIFE RESOURCES OF THE COMMITTEE ON MERCHANT MARINE AND FISHERIES HOUSE OF REPRESENTATIVES EIGHTIETH CONGRESS FIRST SESSION ON

H. R. 3043

A BILL TO PROVIDE FOR THE TRANSFER OF CERTAIN
LANDS TO THE SECRETARY OF THE INTERIOR
AND FOR OTHER PURPOSES

MAY 21, JUNE 4, 5, 18, 1947

Printed for the use of the
Committee on Merchant Marine and Fisheries



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TRANSFER OF CERTAIN LANDS IN THE STATE OF ILLINOIS TO THE SECRETARY OF THE INTERIOR

WEDNESDAY, MAY 21, 1947

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE NO. 8 OF THE COMMITTEE
ON MERCHANT MARINE AND FISHERIES,
Washington, D. C.

The subcommittee met at 10 a. m., Hon. Raymond H. Burke (chairman) presiding.

Present: Messrs. Burke (chairman), Miller, Tollefson, Seely-Brown, Allen, and Brophy.

Mr. BURKE. The hearing will come to order, please.

(The subcommittee had under consideration the bill H. R. 3043, which is as follows:)

A BILL To provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to promote the orderly development and use of the lands and interests therein acquired by the United States in connection with the Crab Orchard Creek project and the Illinois Ordnance Plant in Williamson, Jackson, and Union Counties, Illinois, consistent with the needs of agriculture, industry, recreation, and wildlife conservation, all of the interests of the United States in and to such lands are hereby transferred to the Secretary of the Interior for administration, development, and disposition, in accordance with the provisions of this Act.

SEC. 2. All of the lands transferred to the Secretary of the Interior, pursuant to the provisions of this Act, first shall be classified by him with a view to determining, in cooperation with Federal, State, and public or private agencies and organization, the most beneficial use that may be made thereof to carry out the purposes of this Act, and thereafter such lands as may be properly utilized for the development of agricultural, industrial, and related purposes shall be sold or otherwise disposed of at such times and under such terms and conditions, including exchange as authorized by section 302 of the Act of June 15, 1935 (49 Stat. 381; 16 U. S. C. 714d-1), as are deemed to be in the best interests of the United States and consistent with the purposes of this Act. All lands not sold or otherwise disposed of shall be administered by the Secretary of the Interior, through the Fish and Wildlife Service, as a wildlife management area in accordance with, and subject to the provisions of, the Act of August 14, 1946, and Acts supplementary thereto and amendatory thereof.

SEC. 3. All moneys received by the Secretary of the Interior from the sale or other disposition of lands, in accordance with the provisions of this Act, shall be credited to the then current appropriations for the administration of wildlife refuges and shall remain available until expended for the administration, maintenance, and development of such of the lands as are made available by this Act for administration as a wildlife management area.

Mr. BURKE. I wish to tell the committee that Mr. Lea cannot be present. We were going to hear his bill first this morning but I am advised he would like to submit a statement.

However, instead of hearing his bill first we will take up the Bishop bill. There are a number of people, I understand, from out of the city, from southern Illinois, who would like to speak on this bill. Mr. Bishop, would you care to make a statement?

Mr. BISHOP. Yes, sir.

**STATEMENT OF HON. C. W. BISHOP, A REPRESENTATIVE IN
CONGRESS FROM THE STATE OF ILLINOIS**

Mr. BISHOP. I do not have a prepared statement. However, I would like to comment directly on the bill. First of all, the idea of this bill is to get this area into the hands of one department whereby it can be handled successfully for industry, for the conservation of wildlife, and for recreational purposes.

In other words, at the present time we have a set-up there which is divided into many parts and the bill, as you will find it, transfers from Agriculture, War Assets, and other agencies the entire acreage, into the Department of the Interior.

At the present time—and I want to make this clear to the committee—you have the remains there of a former bomb plant and industry has begun to move in. There are about six or eight industries moving in there and they, of course, are acting or operating on what we would call a temporary basis because they do not own the land, they are renting it or leasing it from the different departments which have control over the spots where they are located.

Mr. BURKE. You might call them squatters, I suppose?

Mr. BISHOP. You might say that. With this bill it would make it possible for them to become solid, so to speak, or permanent and they could purchase those lands which they might desire, and which would not conflict with the program of the school.

Southern Illinois University at the present time is housing a lot of veterans. The university is about 3 or 4 miles away from this site and under this bill they will be given consideration by the Department of the Interior for the carrying out of that program. It does not interfere with either industry, the school, or the conservation and wildlife program.

Up until now I have heard no comments against it. It is almost a 100 percent O. K. project. When people under it seem to be for it, and that is why we think it is a good thing for that part of the country at this time.

Are there any questions you would like to ask me?

Mr. BURKE. Mr. Allen, do you have any questions?

Mr. ALLEN. Yes, I have a question. What area is involved?

Mr. BISHOP. How much area?

Mr. ALLEN. Yes.

Mr. BISHOP. About 22,000 acres.

Mr. DAY. No, the total is about 45,000 acres.

Mr. BISHOP. That is right. It is just a square piece of property which was acquired for war use.

Mr. BURKE. We do not have an official report from the Department of the Interior, do we?

Mr. DAY. That is coming up.

Mr. BURKE. Is that coming up this morning, Mr. Day?

Mr. DAY. That is right.

Mr. ALLEN. What is the general nature of the improvements on the land?

Mr. BISHOP. Well, we have several pieces of property on it, that is, houses which belong to the War Assets Administration, in other words, it is in their hands now.

Mr. ALLEN. Is that temporary or permanent housing?

Mr. BISHOP. It is permanent housing. These buildings, of course, are permanent also. They have remodelled some of these buildings to make housing facilities for veterans on this property. Also, some industry has moved into some of the buildings and repaired them and revamped them to make it possible to carry on their industrial program.

Mr. ALLEN. How many people live on the property?

Mr. BISHOP. Well, there are not so many people. I think there are only about 8 houses—there might be 15 houses and then, of course, there are scattered houses over the whole area that some of the people live in.

Mr. BURKE. Were there any properties torn down in the process of preparing it for ordnance work?

Mr. BISHOP. Oh, yes. Part of it is fenced in with a high steel fence which protected that area where the bombs were loaded. I believe they called it a bomb-loading plant.

Mr. BURKE. Has there been any other use suggested by the community which this property could be put to?

Mr. BISHOP. There are some parts of the area which Agriculture would like to take back but under the bill it leaves that up to the Department of the Interior because they will do what they think is best for the whole program.

Mr. BURKE. None of it would be underlain by coal or anything of that kind?

Mr. BISHOP. The Government would retain those rights.

Mr. BURKE. The Government would retain those rights?

Mr. BISHOP. Yes. I think the Government would retain the mineral rights because it is close to a coal-field area. As I understand it, the Government retains those rights; after they once take an option on it they hold those mineral rights.

Mr. BURKE. Are there any other questions of Mr. Bishop?

Mr. ALLEN. That is all.

Mr. BURKE. I think that is all. We may call you again because we will not act on this bill today. Thank you very much, Mr. Bishop.

Mr. BISHOP. Thank you.

Mr. HANKIN. Mr. Chairman, may I state I am representing the Williamson County Farm Bureau and Southern Illinois, Inc., in opposition to this bill. I suppose Representative Bishop didn't know about it because he said everybody is in favor of it and that there was no opposition.

I understand it is not customary in these hearings for counsel for the opposition to question the witnesses appearing in favor of it, and so I have prepared a few questions which I should like to hand to the chairman.

Mr. BURKE. I would like to go on with the proponents first, Mr. Hankin, before we get into the opposition. I want to hear a presentation of the bill before we go into that.

Mr. HANKIN. Very well.

Mr. BURKE. Are there any other witnesses for the bill?

Mr. BISHOP. Yes, Dr. Goodpaster would like to make a statement.

Mr. BURKE. Will you step over here, Dr. Goodpaster, please, and proceed with your statement?

**STATEMENT OF DR. WALTER GOODPASTER, REPRESENTING THE
SOUTHERN ZONE OF THE ILLINOIS FEDERATION OF SPORTS-
MEN'S CLUBS**

Dr. GOODPASTER. My name is Walter Goodpaster. I live in staff house No. 2 of the Illinois ordnance plant that is located in this area about which we are speaking. I represent the southern zone of the Illinois Federation of Sportsmen's Clubs at this meeting. We have approximately 50,000 members in southern Illinois. We are behind this bill 100 percent.

Mr. Bishop has given you, I think, a 100 percent coverage of the area. I might bring up a few other things.

The Herrin Lions Club was the first organization to ask the United States Fish and Wildlife Service to come to southern Illinois. The Herrin Lions Club is composed of businessmen of Herrin. We have around 50 members and we invited Mr. Salyer of the Fish and Wildlife Service to come down and see what Fish and Wildlife Service could do for us in southern Illinois.

Our industry in southern Illinois for the past 50 years has been coal mining. Twenty-five or thirty years ago within a mine whistle's distance of the center of Herrin you could hear 32 mine whistles. Now we hear none. Our industry is gone. Our farming is very bad. The land is eroded. The land is very poor, but with the Fish and Wildlife Service coming into our area we feel that will bring a major industry to our community and the people of southern Illinois are 100 percent in favor of this bill.

Now, I might bring up something else. At a meeting held June 25, 1946, in the Soil Conservation office at Crab Orchard Lake—which meeting was attended by representatives of industry, namely, Mr. O. W. Lyerla who was president of Southern Illinois, Inc., at that time; it was attended by leaders of education from Southern Illinois Normal University, and also was attended by a representative of the Williamson County Farm Bureau. Also represented there were mine locals and labor interests.

At this meeting on June 25 it was unanimously voted by those present to approve the plan of the United States Fish and Wildlife Service for development of Crab Orchard Lake in cooperation with other Federal agencies. Mr. Clark Venable who is here also was present at that meeting.

This bill offers a wonderful opportunity for Southern Illinois to help itself by the transfer of this land to the Department of the Interior. Under present conditions the land lying there is of no value to anyone. The War Assets Administration is very cooperative. They have leased several of the buildings to industry but some industries want to locate there permanently and under this transfer these industries would be allowed to do that. It would offer them the opportunity to stay there and improve this area. The Fish and Wildlife Service program would operate for the advancement of the people of this area. That is why I am here and that is my story.

Mr. BURKE. Dr. Goodpaster, what is the normal selling price of that land per acre?

Dr. GOODPASTER. The normal sale price of that land is around \$30 per acre.

Mr. BURKE. Is it a clay topsoil?

Dr. GOODPASTER. Yes, sir, it is a very acid soil, it is practically worthless.

Mr. BURKE. Was it good farming land before the Government took it over?

Dr. GOODPASTER. It was poor farming land, it was very poor. It was rundown and eroded and the topsoil was gone. The land was practically of no value whatever.

Mr. BURKE. Are there any mining interests in that area?

Dr. GOODPASTER. No, sir.

Mr. BURKE. Are there any known coal areas in that area?

Dr. GOODPASTER. No, sir. I live in that area myself.

Mr. BURKE. You live in there?

Dr. GOODPASTER. Yes, sir, I live right inside the fence.

Mr. BURKE. What kind of industries will be coming in?

Dr. GOODPASTER. Sangamon Electric Co. is located there now and I believe they would like to stay there, providing they could make arrangements with some responsible Federal agency, such as the Department of the Interior so that they could go ahead and build and make a permanent location there. They manufacture electrical equipment.

Then the Smolon Bros. dress factory is located there at the present time. They employ around 500 women. They have a building almost completed in the city of Herrin.

There is another small electronic outfit there which I believe employs about six or eight people.

Mr. BURKE. You feel these industries are of such a character they would merge in with the Wildlife Service?

Dr. GOODPASTER. Yes, sir.

Mr. BURKE. And fit in with that?

Dr. GOODPASTER. They will fit in perfectly.

Mr. BURKE. Do you have any questions, Mr. Allen?

Mr. ALLEN. Yes, I have some questions.

Dr. Goodpaster, could you give me a brief description of the area, the piece that is involved in the bill, the type of terrain, water coverage and so on, and its relationship to nearby cities?

Dr. GOODPASTER. Yes, sir. Herrin is located 6 miles north of the Illinois ordnance plant. Marion is located about 2 miles east of the boundary of the Illinois ordnance plant. Carterville is located about 2 miles north of the area. Carterville is the nearest city.

Carbondale is located approximately 8 miles west of the area. Carbondale has a population of around 10,000; Herrin is around 10,000; Marion is approximately 10,000 and Carterville is approximately 4,000.

There are approximately 7,000 acres under water at the present time with a shore line of around 110 miles. Inside the ordnance plant area there are approximately 22,000 acres.

The Fish and Wildlife Service at the present time has some type of an agreement or permit whereby they have leased 10,800 acres, approximately. Farmers are in there at this present time turning over that soil, that is, that part of it that is valuable for agriculture,

and putting in their crops. I know these farmers; I have talked to them and they are 100 percent for this bill.

I might mention that this Williamson County farm man that this gentleman mentioned was present at the meeting at Crab Orchard Lake on June 25 and he, along with the others, voted unanimously that this area be turned over to the United States Fish and Wildlife Service in cooperation with other Federal agencies. It was unanimously voted at that meeting.

MR. ALLEN. What fish and wildlife is found there?

DR. GOODPASTER. We had 15,000 ducks in one concentration there last winter. We had as high as 500 Canada geese in there at one time. It is a natural area for things like that. The land is of no value. It is not like the land in northern Illinois which is worth \$200 or \$300 an acre, it is poor land.

MR. BURKE. That is down in Little Egypt?

DR. GOODPASTER. Yes, sir, Little Egypt.

MR. ALLEN. What good would be accomplished by the enactment of this bill?

DR. GOODPASTER. Well, among other things, under the Fish and Wildlife Service 25 percent of any money that is made on a project goes back to the county and we need that 25 percent. That will help with our roads and schools.

We had the National Retriever Trials there last winter and that brought in people from all over the United States. Life, Time, the outdoor magazines, the St. Louis Globe-Dispatch, the Chicago Tribune and others gave us marvelous publicity on the thing. There was a lot of outside money spent, it was good money and big money and these people spent money freely and brought it into our community. We intend to make that a yearly event; that is, the National Retriever Trials.

We also intend to bring in the National Field Trials from the Bird Dog Futurity and make that a national event there. That will bring in an awful lot of money and bring in outside people.

Then, too, this lake has enormous recreational possibilities. We want to see it the playground of Illinois. Already on Sundays there are as high as 10,000 automobiles coming into this area every Sunday during the vacation season. Those people come from all parts of the country. They come from the Dakotas, Michigan, New York, Tennessee, Kentucky, Chicago, St. Louis, everywhere.

MR. BURKE. Is the area very wooded?

DR. GOODPASTER. Unfortunately most of the timber has been cut off and the top soil went on down the river. There is a little timber there.

MR. BURKE. Would it be desirable to have part of that reforested?

DR. GOODPASTER. Yes, sir, it would be very desirable to have part of that reforested.

MR. ALLEN. What river is it on?

DR. GOODPASTER. It is on several creeks. It is on Crab Orchard Creek, Little Grassy Creek, and Big Grassy Creek.

MR. BURKE. Does it drain into the Mississippi or the Ohio?

DR. GOODPASTER. It first drains into smaller rivers and then into the Mississippi.

MR. BURKE. Mr. Tollefson, do you have any questions?

MR. TOLLEFSON. No questions.

Mr. ALLEN. Who is for it and who is against it out there?

Dr. GOODPASTOR. Well, sir, we are all for it. I will tell you who is against it. Mr. Lyerla, who was formerly president of Southern Illinois, Inc., had at one time expressed himself as being against it. However, at this meeting on the 25th of June we ironed this thing out and it was unanimously agreed to go ahead with our program, and he at that time voiced himself as being in favor of it. I have talked to the other men with whom he comes in contact, and it is my understanding that Mr. Lyerla himself is in favor of that program.

Mr. BURKE. You would say that the farmers, the businessmen, the Isaac Walton people, the sportsmen and others are all in favor of it?

Dr. GOODPASTOR. Yes, sir. We have got to have something down there in order to exist and this is a perfect set-up for it.

Mr. BURKS. I believe that is all. Thank you very much, Dr. Goodpastor.

I should like to read the following telegram into the record:

Urge you use every effort to secure passage H. R. 3043, Congressman Bishop's bill for Crab Orchard Lake.

PAUL E. MILLER,
Secretary, Egypt Skeet and Gun Club, Herrin, Ill.

Are there any other persons who wish to speak for the bill?

Mr. BISHOP. Yes, we have Mr. Gentry.

Mr. BURKE. Will you give you name and address, please, Mr. Gentry?

STATEMENT OF J. W. GENTRY

Mr. GENTRY. My name is J. W. Gentry. I am an executive in a minor coal company with no financial interest whatsoever in the lake, but I am also chairman of a high school district, which district is 59 percent lake.

Mr. BURKE. You are from Carterville, Ill.?

Mr. GENTRY. Yes, sir. As a member of this high school board, gentlemen, don't get the idea we regret that the high school district is 59 percent lake. All we are interested in is a chance to more or less free the lake so that we can invite in new industry and have recreation, which will increase our general revenues.

During the lean years, as you all know, from 1930 to 1937 we incurred a tremendous debt. Our school district is pretty far in debt; in fact, it is on the brink of being consolidated into another school. We incurred this debt between 1930 and 1937 and this district that we are referring to at present helped us incur this debt. All we want to do is release this area at the present time. We feel we are sort of in the middle of the stream, no definite program. People feel as if they are restricted from coming in there; they don't feel free to come in under the present set-up, it is not inviting enough.

After a thorough check we have decided that the Fish and Wildlife Service under the Department of the Interior does offer what we want. It would help us increase our revenues, not from the lake itself but from the people that would come in there. It will help us increase our revenue with which we can pay off our tremendous debt. We are laboring under a very difficult situation. The people in our community, as well as those interested in the school, those interested in recreational facilities, my employees at the mines, which is of vital

interest to me, their recreation, they do not have this free feeling that they would have if it was developed.

Now, I am not criticizing those administering the lake at the present time, I do not believe in doing that because they do accomplish some good, but those in opposition represent so few. Dr. Goodpaster, myself and others that are here in the interest of changing this will derive no financial benefit from it whatsoever, but those who are against it can be traced back more or less to, well, I wouldn't say they were receiving financial benefits, but there are signs along the way that they do receive some benefits from the lake for their own individual selves.

Mr. BURKE. How large is the lake?

Mr. GENTRY. As was stated the lake area consists of approximately 45,000 acres. The lake itself, I imagine, would consist of 7,000 acres under water.

Mr. BURKE. Is it an artificial lake?

Mr. GENTRY. It is an artificial lake. It was constructed as PWA project.

Mr. BURKE. How deep is the water?

Mr. GENTRY. The average depth, I would say, was between 20 and 25 feet. It isn't too deep.

Mr. BURKE. But a pretty good sized lake?

Mr. GENTRY. A pretty nice lake, yes, and we really enjoy having it there. The people that are bearing the brunt of the burden of the lake are those in the school district and our little community of Carterville itself, but we depend on the area south of Carterville for our more or less added income.

You know the difference between having prosperity and not having prosperity is the little added difference, the 10 percent extra, and our little 10 percent was more or less taken away. All we want is a chance to develop something to replace it. At present it is more or less restricted and those that are against it, I would assure those who are against it that in my opinion they won't be hurt by any investment they have made in the lake. I am quite sure the Department of the Interior would cooperate with them to the fullest extent and let them make triple profits out of what investment they might make. They will not lose anything, I am confident of that.

All we want is a chance to let this be developed and have a definite program.

I think there is a representative of the Farm Bureau here. We have a Farm Bureau in Williamson County and we own a considerable amount of land in Williamson County ourselves. We are connected with the Farm Bureau and we know what it is, but we are like several others, we don't take an active interest in it. In fact, I am inclined to believe the Farm Bureau doesn't represent a cross section of the county farm industry. They represent part of it, more or less the more prosperous farmers that make it a profession, but I would like to hear why they are against it being under the Department because there are farms in this area which I am quite sure the Department of the Interior would release for farming purposes, in which we are interested, because if they would release those farms that would naturally put them back into the county taxing system and we would get taxes to raise the football players we want to raise on those farms. I am

interested in football and all of the other activities that would help to develop our youth.

Thank you, gentlemen.

Mr. BURKE. Does any member of the committee have any questions to ask Mr. Gentry?

Mr. TOLLEFSON. I would like to ask a question. How is the school district going to benefit by the transfer of the title over to the Department of the Interior?

Mr. GENTRY. As you know, under the present system we derive no income whatsoever from the money that is taken in from anything at the lake. They put in 25 percent of their revenue into the county fund to develop schools and roads, but that is not the major income that we are depending on. The major income we are depending on is the added industry, the added income that will be there. When you go on a vacation you enjoy your vacation much more if you spend your money and have a good time and then go back home.

Mr. TOLLEFSON. What I am getting at is, after this property is transferred from the United States to the Department of the Interior, what is going to bring in that additional income?

Mr. GENTRY. Because the Department of the Interior, which has a definite program along recreational lines, will develop it, and will make it inviting.

Mr. TOLLEFSON. Presently nobody comes in, is that it?

Mr. GENTRY. Someone is in there now, a Mr. Davis and a Mr. Schwartz, and they are located 5 miles from our school.

Mr. TOLLEFSON. A private concern?

Mr. GENTRY. A private concern. They enjoy a very neat contract which costs \$250 a year, plus 3 percent for concession rights on a \$2,000,000 lake, or whatever the cost was.

Mr. TOLLEFSON. You feel that the Department of the Interior would develop the project and attract more tourists?

Mr. GENTRY. Yes.

Mr. TOLLEFSON. And if they do that you are going to get a percentage of the money they take in?

Mr. GENTRY. Yes. We do get a percentage, but that is not the percentage we are depending on. We do get 25 percent in the county, but that isn't the percentage we are depending on. It is the money that will be spent for development around the edge of the lake, the new homes and clubhouses that will be built close to the lake.

If you were acquainted with the situation you would see that the development of the lake will leave a little more toward the area immediately south of our town. That is the ideal location for the development of the lake, as far as income is concerned.

Mr. TOLLEFSON. I have no further questions.

Mr. BURKE. Any further questions?

Mr. ALLEN. Yes. Why wouldn't this be a better proposition if it were handled by a local agency, such as the State or the county, rather than a Federal project?

Mr. GENTRY. Well, it is a little too large for a local agency, I believe. I think at one time the State had been interested or the State had asked to be interested, and I think they declined the invitation because I think it is a little too large; it is very large.

Mr. ALLEN. It has been taken to the State legislature as a State project, or something of that sort?

Mr. GENTRY. Really, I don't know.

Mr. ALLEN. That is all.

Mr. BURKE. Thank you very much, Mr. Gentry.

Mr. GENTRY. Thank you.

Mr. BURKE. Is there anyone else here from out of the city? We have about an hour and a half yet but I want to hear the proponents first, that is, those who are from out of the city, then there may be some that want to speak against the bill.

Mr. BISHOP. I wish you would hear Mr. Clark Venable.

Mr. BURKE. All right, we would be glad to hear from Mr. Venable. Mr. Venable, will you step up here and state your name and address for the record, please?

STATEMENT OF CLARK VENABLE, FIELD DIRECTOR, AMATEUR FIELD TRIAL CLUBS OF AMERICA

Mr. VENABLE. My name is Clark Venable. I am field director of the Amateur Field Trial Clubs of America. We have several hundred clubs scattered all over America. Our interest is purely in the propagation and restoration of wildlife. I have no commercial interest whatsoever in the acquisition by the Department of the Interior of this land as proposed under the Bishop bill.

My organization, working actively and hand in glove with many other national conservation organizations, has an interest in wildlife for life itself and not for the immediacy of the gun.

I know that area well. I was at the June meeting referred to by Dr. Goodpaster last year. We went down there to meet the heartiest opposition to the plan that Fish and Wildlife take over this area pending favorable legislation, and yet we came away from that meeting with the unanimous approval of the set-up as it now exists; also the unanimous approval that it be permanently set over into the hands of Fish and Wildlife.

The area is perfectly suited for restoration of wildlife, upland game and aquatic life. The large lakes there is well adapted for geese and some of the deeper portions to the diving ducks, but especially to the so-called puddle ducks because of the marginal feeding areas available.

I saw that area developed in a brief time when removed from the immediacy of the gun, the reaving hook, and the uncontrolled ax, and I saw wildlife come up just like that [indicating] because it was protected—but mark you, it was not managed, it was protected during the time when the War Department was making use of the area for military purposes.

Quail are there in abundance; ducks come in and found feed and shelter there. I know of no area in the Middle West better suited to a sound game management program, which Fish and Wildlife is well qualified to administer—better suited than the Crab Orchard Lake area. I have witnessed, over a long period of years, complete failure of the sporadic, individual efforts to propagate and restore wildlife. The gentleman ask as to why individual efforts or local efforts might not be made? They could be made. They have been made and they have failed throughout America over a long period

of years because they were inadequate, they did not have the staff and they did not have the background, they did not have the savvy, they did not have the know-how, and they have failed. Conservation and restoration under sound management is the only hope of wildlife in America.

You cannot conserve what has been spent, but you can manage and you can control, and here is an area where operating with perhaps local farmers and where food is provided for upland game—because it will perish if it is not made habitable, if shelter isn't provided, if cover and food isn't provided, they will increase for a period and then the grass falls right down and you again have a beautiful biological desert. But they have an area out there that can be soundly managed, where there has been a marked increase and will be a far greater increase in the wildlife.

Now, no informed man could oppose this bill for other than a selfish purpose. There was opposition to it last year and that opposition vanished in the face of facts presented at the meeting there last June; even the opposition voted, with all the rest of us, that it be turned over to Fish and Wildlife.

But there is a profit to be had there by the opposition; it is beautiful pasture land in certain areas for a man if he has the right set-up. He can pasture a lot of cattle at pasture at no expense to himself under a lease from the Government, acquired in some manner, I know not which. He can feed cattle very beautifully, and he did, and naturally he was opposed to any program of game management.

Now, as to industry coming in there, there is no conflict whatsoever. I am not speaking now as one from Illinois but I do know the boys and I have talked with them at length. Where buildings are set up in areas not particularly suited to wildlife, they can continue to stand there and serve the industrial interests of the whole people. There is no conflict by having the rest of the area handled in game management for the health of the whole people.

A question was asked a while ago that has not been asked me and I hope I am not out of order in making reply to it, that wildlife is a question of national health. There will come a day and time when the Halls of Congress will rise and vote appropriations as health measures in wildlife areas and wildlife management, where sporadic efforts of individuals and groups will not work.

It so happens—and I say this without boasting—that I am one of the founders of the Izaak Walton League and was its first executive secretary, serving without pay. I have seen these individual efforts fail for want of understanding, for want of means, and because you just cannot have one little bit of an area and expect to bring back a basic stock. That stock perished in the first place because the area was not made habitable. You cannot take some goofy birds out and release them on an area that was so inhospitable in the first place, and expect a pair of pen-reared birds to perform a miracle. It just doesn't happen.

Mr. BURKE. That area is about 70 square miles, I understand.

Mr. VENABLE. I haven't a knowledge of that, but it is a very large area. By sound game management you may be able to bring back wildlife by making it a fit habitation for them.

Fishing is magnificent there. I have seen boys and girls sitting by the roadside just dragging big crappie, perch, and bass out of the

water and having a grand time. Fishing is in the picture there so you have a whole wildlife picture there well suited to management by an agency fully equipped to conduct it.

Mr. TOLLEFSON. What kind of fish and wildlife department does the State of Illinois have?

Mr. VENABLE. I will answer that, I hope, directly. They are still wedded—for I have talked to the director—they are still wedded to the thought that you can take a pair of pen-reared birds, release them in areas where they had perished in the first place, do nothing about going back to the soil, and expect a miracle. When I asked him, "Do you really expect a miracle?" he replied, "No, but the boys don't vote for us if we don't give them the birds to release." I wonder if that answers your question in part.

Mr. TOLLEFSON. Do you know what kind of appropriations their department gets? I understand the State of Illinois financial situation is pretty fair.

Mr. VENABLE. Money will not do it.

Mr. TOLLEFSON. Would the State of Illinois be willing to undertake this project?

Mr. VENABLE. I do not think so.

Mr. BISHOP. No, I can say they will not.

Mr. VENABLE. I do not think so for a second.

Mr. TOLLEFSON. That is all.

Mr. BURKE. Any further questions?

Mr. ALLEN. Yes, I have a couple of questions. Do you know the history of this particular plan, who framed it, who had the original interest and how it was brought along to its present state?

Mr. VENABLE. You mean the Crab Orchard Lake area?

Mr. ALLEN. Yes. One thing preliminary, do you know why a lake was put there in the first place?

Mr. VENABLE. No, sir.

Mr. BISHOP. I can answer that. It was a WPA idea.

Mr. ALLEN. Was there any particular reason or did they just think they would like a lake there?

Mr. DAY. If I might interject, this original development was one of the old resettlement projects where the Resettlement Administration went in and bought up huge areas of this land because it was too poor for people to make a living on. When the Resettlement Administration went out of the picture the Soil Conservation Service moved in. The Soil Conservation Service had certain interests from the beginning, but it was started as a research project.

Mr. BISHOP. May I suggest also that Mr. Day will give you the answers to the questions about the State conservation and wildlife?

Mr. BURKE. Are there any other questions of Mr. Venable?

Mr. ALLEN. Are there any other similar projects in the Nation that you know of?

Mr. VENABLE. Yes. Recently in Missouri they initiated a project known as the Weldon Spring area which was controlled by the War Department and was declared surplus property. Unfortunately they were not able to get a bill through favorable to acquisition by the State of Missouri, and they—being a nonpolitical set-up—the conservation department out there has freed itself of politics; the Governor can fire no one on our commission, nor can he hire them. We are through with politics in Missouri.

They have acquired an area not quite like the Crab Orchard Lake because it is not suited to aquatic life, but it is suited to upland game. They have but recently acquired it. There are many areas owned by the War Department.

Mr. ALLEN. Who has title to that, who manages it?

Mr. VENABLE. Now?

Mr. ALLEN. Yes.

Mr. VENABLE. The State of Missouri.

Mr. ALLEN. One of the things we went into a little bit is why isn't this a State project, similar to the one you mentioned, except for the fact that the political situation in Illinois might need a little changing?

Mr. VENABLE. I do not think it is similar at all because you have quite a different picture. The Crab Orchard Lake area is particularly valuable from the standpoint of game management because you have the whole picture of aquatic life as well as upland game and no State is in a position to manage or control migratory wildlife.

Mr. ALLEN. Another line of questions: Do you know the financial implications of the bill, what expense would be involved that is not now involved, particularly to the Federal Government?

Mr. VENABLE. I think that question should be directed to Mr. Day. He perhaps could answer it better than I.

Mr. ALLEN. We should like to get an answer within and without the department.

Mr. VENABLE. There are certain areas there, I may say, that could be sold advantageously to the Department of the Interior and to the community in which the area lies, in which industry would be favored by such a sale and the Interior Department and Fish and Wildlife are in no way hurt but are greatly advantaged by such a sale. Does that answer the question?

Mr. ALLEN. I think so.

Mr. BURKE. Any further questions?

Mr. VENABLE. May I add one further thing?

Mr. BURKE. Certainly.

Mr. VENABLE. I wish it distinctly and clearly understood that my interest in this now is from the field trial standpoint as relates to the whole picture of game restoration. If I have any interest there at all it would be this: We would doubtless take to southern Illinois some of the large championship trials in America and perhaps the quail championship. That would simply mean thousands of dollars to the local community when these dog boys come there from all over America.

They are not coming there to kill, we do not kill at field trials, we are not interested in life except for life itself. The birds are in no way injured or harmed, it is simply the testing of a dog in an area where there is an abundance of wildlife. That would bring a very considerable revenue, thousands and thousands of dollars, to that area. Yet that particular selfish interest is not mine. We have left that behind and gone to the whole picture of wildlife restoration.

Mr. BURKE. Thank you very much, Mr. Venable, it was very interesting. Is there anyone else from out of the city? If not, I think it would be in order to hear members of the Department.

Mr. Day, do you care to make a statement at this time?

Mr. DAY. Yes, Mr. Chairman.

STATEMENT OF ALBERT M. DAY, DIRECTOR, UNITED STATES FISH AND WILDLIFE SERVICE, DEPARTMENT OF THE INTERIOR

MR. DAY. My name is Albert M. Day. I am Director of the United States Fish and Wildlife Service of the Department of the Interior.

As I interjected a moment ago, the original Crab Orchard project was purchased by the Resettlement Administration and then the administration of the area was later transferred to the Soil Conservation Service when Resettlement was dissolved. The Soil Conservation Service operated the area until the war when about 10,000 acres were transferred to the War Department for use as an ordnance plant. The War Department increased its holdings by purchasing an additional 12,352 acres. These War Department lands totaling approximately 22,000 acres were declared surplus when hostilities ceased and are now being disposed of under the provisions of the Surplus Property Act.

The Soil Conservation Service has continued to administer the balance of the lands in the original project, amounting to some 21,000 acres.

If you are interested in this map I might advise you that this is the entire area of some 45,000 acres [indicating]. This is the area comprising—about this section here—the ordnance plant of some 22,000 acres. This represents the area retained by the Soil Conservation Service and this represents the area that was acquired by the War Department.

Mr. Bishop's bill proposes to transfer the entire area to the Fish and Wildlife Service, of which this enclosed area—enclosed by a high steel fence put up by the War Department—would be maintained as a waterfowl refuge, which is part of the lake only. The balance would be left open to public shooting. The major recreational development is on the west side.

Here is the dam down here which was constructed, as Mr. Bishop has stated, by relief labor, WPA or CCC—I think they had camps in there. They also did a considerable amount of tree planting in the southern portion and the Forest Service is interested in portions of that land because they have a unit farther south. They are interested in the area that has been planted to trees.

This bill provides that the Departments may get together and determine the best use of sections of that land and it is contemplated that that would probably be turned over to the Forest Service for administration; that is, the area that is primarily suited for forest.

The Fish and Wildlife Service would handle the transaction of determining what lands are best suited for various purposes and would retain those that are largely beneficial for recreational use.

MR. BURKE. Is there a small lake here [indicating]?

MR. DAY. That is a proposed lake.

MR. BURKE. Both of these are proposed?

MR. DAY. The two dams are partially completed. They need to be completed. Mr. Bishop's idea in this latest bill is that authority would be given the Department of the Interior to dispose of certain portions of those lands and to use the receipts for the completion of those dams. It is doubtful that that would do the job but it would do a better job than is being done now because the dams are partially completed and are eroding away.

The idea in this bill is that certain sections, perhaps the industrial sites, could be sold and that money used for the completion of the project as it was originally planned and designed.

This area is located in southern Illinois in a strategic location, insofar as migratory waterfowl are concerned. There have always been large concentrations west of here of waterfowl, along the Mississippi, about 50 miles to the west, which is the location of Horseshoe Lake, which some of you may have heard about and where there have been concentrations of Canadian geese running up to 50,000 and 60,000 in the past years.

The area is so small it has become highly commercialized. All of the lands surrounding this refuge have been owned by private individuals who have dug pits down into the ground about 4 or 5 feet deep and the hunters sit down in these pits and wait for the birds to fly out from this little 5,000 acres, over to the Mississippi for feeding or gravel, or into some of the fields to obtain feed.

Privately owned lands have been planted deliberately to lure the geese in over the pits and the slaughter there has been terrific. In 1 year 20,000 geese were killed out of this flock. It became so serious we had to close the area. Last year the entire flyway was closed. The year before we permitted only about 5 days of shooting.

So, we have that heavy concentration of geese to the west in a small area and we feel rather confident we can attract a certain portion of those geese and get them to using this Crab Orchard project.

Our proposal is that certain lands within the refuge area, which is now enclosed by a large fence, that land within the share would be share-cropped. We would permit farmers to come in and do farming on the lands that are suited for farming and they would leave a portion of the crop in the ground for the birds to feed on. We would plant winter rye and wheat which would be attractive to the geese.

We have already had this thing under administration for a period of about 6 months. We have a temporary permit from the War Assets Administration for the use of lands which they control. We have an agreement with the Soil Conservation Service and Agriculture, so that we have been administering this as a refuge under a temporary permit for about 6 months.

Last fall we went in there with a certain amount of feeds and grains. I think the fellows used a few crippled geese as decoys and they pulled in last year, for the first time, about 500 or 600 geese that used the area, and at times there were about 15,000 ducks in the area.

We feel by proper planting and management of the area as a wildlife and waterfowl area, this can be made attractive. It is along the line of the flight of geese as they come down from central Canada and from Ohio, the Great Lakes. When they hit the Ohio River, they funnel down from the Ohio, down the Mississippi to this concentration point which is now represented by the little Horseshoe Lake near Cairo, Ill., which is a trouble spot, and a serious one, managed by the State of Illinois. I intend no discredit to them at all but the area is entirely too small. It has been commercialized to the point where they charge as high as \$20 a day for the privilege of sitting in those pits for a few minutes to shoot two geese, or whatever the limit is. One man in particular made a tremendous amount of money one fall by leasing shooting privileges.

It is a problem area for the State and for the Federal Government and for the people around there because of crop damage.

We would like to help settle that problem by drawing part of that flock of geese into this area.

We have another area under development farther south, the Mingo refuge over in Missouri which, when it becomes developed and under administration, will also take care of a portion of that flock of geese. We have others in Tennessee and Kentucky which will also assist. This is an area that is strategic from the standpoint of the migratory flight of birds.

It is an area that is available, as far as public ownership is concerned, and we feel, as previous witnesses have stated, that by proper management and administration of that area a new industry can be brought into this country which is now losing its industries, an industry based upon recreational values.

We know as we have found in many other areas, when you can build suitable waterfowl populations you draw hundreds in.

The balance of the area outside of this property would be left open to hunting. The birds would be distributed throughout the area in general. We are confident we could considerably improve the general hunting picture for southern Illinois while taking care of the problem flocks that now are causing difficulty.

We are certain, as Mr. Venable has pointed out, that we can improve the quail habitat values. It is a good quail country and by judicious handling of the cover we can improve the quail situation. It will be a drawing card for field trials.

As he has pointed out, they have already started on a program of that kind. We think we can do a better job in managing the fisheries of the lake and we would like to plant some of the eroded banks to plants that will hold the soil and stop some of the siltation. We think by planting certain aquatics and a little better management of the fisheries we can improve it, although it has been fairly well handled in the past.

The point is, as previous witnesses have said, this area seems to be better suited for fish and wildlife management than it does for other uses.

So far as the industrial sites are concerned they are scattered throughout the refuge area. Our present permit from War Assets excludes the industrial sites. If this entire area were all turned over industrial sites would either be sold to private industry and the money used for the development and completion of these two dams, as the Congressman has indicated, or it would be handled on a lease basis.

There would be agriculture because at the present time we have permits where people are going into farming in that area. It would be managed not exclusively for the wildlife, but for the general good of the community.

We could work with the University of Southern Illinois in the things they want. They want to use portions of this area. So far as the State of Illinois is concerned, the conservation department, we have already cleared with Mr. Osborne, the Director, as to the uses that would be made of the area. It is entirely possible that an agreement could be made whereby the State of Illinois might spend of the funds which they now have available for the development of lakes. They have a program that fits in with the restoration of water tables by

the development of small lakes. It is entirely feasible—I haven't talked to Mr. Osborne—but it might be possible they could spend some of their State money assisting in the development and completion of those lakes.

The arrangement we have already made tentatively with the conservation department—with your permission I should like to place this in the record. It is not very long. Mr. Osborne states:

The Department of Conservation approves the general plan for the operation of the lands of the Illinois ordnance plant (Crab Orchard Lake) by the Department of Interior as a wildlife refuge, as set forth in Mr. Saylor's letter of October 2, 1946, which letter incorporates by reference Mr. Joe Davidson's September 27, 1946, memo to me as a part thereof.

These are the fundamentals that the State of Illinois approves:

As it is apparent that this refuge is going to be established in southern Illinois, and embrace part of the original Crab Orchard Lake project, it seems advisable that this Department should have a clear-cut understanding as to the future relationship of the Illinois Department of Conservation and the United States Fish and Wildlife Service in the development, management, and administration of this large tract of land.

I would like to make the following recommendations for your consideration:

1. Land: That on all farmlands which are not used for producing feed for migratory waterfowl, the resident game populations such as quail, fox, and gray squirrel, rabbits, and fur bearers should be under the management of the State department of conservation.

2. That the use of such areas for local or national field trials or other sporting events should be administered by the Illinois Department of Conservation.

3. The leasing of the lands to farmers, and the administration of such farms should rightfully be under the United States Fish and Wildlife Service, as they have the administrative set-up on the areas.

4. The harvesting of any upland game, either by controlled shooting areas or open public hunting, should be under the supervision and management of the department of conservation.

5. That all research projects on resident game species such as quail, rabbits, and fur bearers, et cetera, should be the responsibility of the department of conservation and the Illinois Natural History Survey.

6. With the increase in the big-game populations (white-tail deer) any future regulations for the harvesting of the surplus deer in this vicinity should be vested with the department of conservation.

7. In the event that part of the refuge should be opened for public shooting and the taking of waterfowl, the management and control of such public shooting areas should be the responsibility of the department of conservation.

So, we have already worked out an agreement. The Illinois Department of Conservation would work closely with us on the management and administration of this entire unit.

As to the costs of operation we would propose to use for routine maintenance the duck-stamp fund, rather than coming to the Congress and asking for additional funds for its administration. We estimate that would cost probably \$20,000 or \$25,000 a year for the staff that we would have.

Insofar as the development and completion of these large structures is concerned, that stamp money would be inadequate because it is estimated that would run into a considerable sum of money. It is entirely possible, however, that some work can be done through the sale of the surplus lands, the ordnance plant, and other facilities to private industry, which should satisfy private industry that wants to come in, and we would convert that money into the completion of the project as it was originally outlined by the Resettlement Administration.

Certain interests have contended that industrial uses proposed for these lands will be impeded if a refuge is established. It is the contention of the Fish and Wildlife Service that these interests are not in conflict but they can be harmonized and both established for the greater benefit of southern Illinois and the general public.

The industrial sites on this area have been classified as such by the War Assets Administration. The Service pledges itself to continue in an unrelenting effort to attract and encourage the use of such sites for industrial purposes. The Service further pledges that these said sites will not be reclassified for other uses unless or until all possibilities of industrial usage have been exhausted.

The Service also guarantees that routes of travel to the industrial sites satisfactory to the industries will be made permanently available.

We have attempted in our planning, and I think the Congressman has attempted in his bill, to try and answer the needs of the particular area which we feel can be made a good wildlife management unit without serious conflict with other uses.

Mr. BURKE. Do the members have any questions to ask Mr. Day?

Mr. MILLER. Yes; I have a question I should like to ask just as a matter of curiosity.

How long does this flight take place in that section; in other words, how long are the geese and ducks in that area in a normal year?

Mr. DAY. About 6 months; it is a winter feeding ground.

Mr. MILLER. They stay there during the winter?

Mr. DAY. That is right. The Mississippi and Missouri River bottoms in southern Illinois have always been the ancestral winter grounds of Canada geese. They funnel down the Ohio on the one side and the Missouri on the other side catches them and pushes them down the Mississippi and they stop at about the Horseshoe Lake area, which is about 50 miles a little south and west; some of them stop north of that. They fly back and forth in that general area.

Mr. BURKE. All three valleys funnel them into that spot?

Mr. DAY. That is right.

Mr. MILLER. In other words, this is not just a stop-over point on their flight, but it is the terminus, so to speak?

Mr. DAY. That is right. It is an important winter center for Canada geese in particular.

Mr. MILLER. You spoke of 15,000 ducks, do they come down from Canada also?

Mr. DAY. Yes.

Mr. MILLER. What kind of ducks are they?

Mr. DAY. They are probably largely mallards and some pintails and teal.

Mr. MILLER. Do those ducks breed in that area at all? Do you have any mallards or black ducks that would be there the year round, so to speak?

Mr. DAY. It is entirely possible that some breeding populations could be built up, although it is a bit out of the breeding range. It is largely a wintering area.

Mr. ALLEN. What other similar projects do you have over the country which are under the Fish and Wildlife management?

Mr. DAY. The Fish and Wildlife Service now administers about 3½ million acres of waterfowl areas which are, in general, similar to

this, scattered in practically every State in the Union. Some are breeding areas; the Dakotas, Minnesota, Oregon, and Washington are breeding areas or stop-over areas, and there are wintering areas throughout the South. There are about 31½ million acres in a total of perhaps 100 points distributed throughout the country.

Mr. ALLEN. Are there similar projects managed by the various States?

Mr. DAY. Yes. Immediately south of this in Alabama is the Wheeler refuge. That has been developed in a similar fashion by share-cropping, by providing foods along the edges and that now has a good wintering population.

Mr. ALLEN. I have been trying to find the line between State activities and the Federal activities.

Mr. DAY. The normal line is this, that the Federal activity is responsible for the management and administration of these areas. When it comes to the matter of hunting we invite the State to take over the hunting, for example, if there is to be a managed shooting.

A good example is Lake Mattamuskeet in North Carolina. It is a good lake which winters about 50,000 geese and a quarter of a million ducks. About one-tenth of that area is open to public shooting, which the State manages. They select the guides, they finance the blinds, they furnish the boats, they handle the public shooting.

The Fish and Wildlife Service, on the other hand, administers the area, provides the production of the shooting and the control.

Mr. ALLEN. Where is the line between such departments as the National Parks, the National Forests, and any other recreational services that the Federal Government has, and the Fish and Wildlife Service?

Mr. DAY. The Fish and Wildlife Service has authority for recreation incident to the management and administration of these areas. This service is not in the recreation business, that is left to the Forestry Service and the Park Service. On areas that are primarily recreational, Fish and Wildlife Service is not involved. Our management of recreation is incident to the major program of production. Obviously it would cause confusion if the Park Service were to come in and administer the recreation and we were to administer the wildlife.

Mr. ALLEN. The motivation of the Department on this project would be almost entirely different from that of the local people who wish to get in on the revenues from recreational sportsmen?

Mr. DAY. Yes. This fits into the national waterfowl program. We do not feel that there are as yet enough areas to support the waterfowl population that should be supported in this country. In fact, our refuge program is only about half completed. This is one of the large areas that would fit into the national program of giving protection and, particularly, wintering grounds for the ducks and geese that come down to this particular unit.

Mr. ALLEN. What happens to the project if the only financing available is the financing from the duck-stamp fund? Are there other improvements that might be made, which are necessary to the project, if money were available, or could it go along as it is now?

Mr. DAY. It could go along as it is now, I presume, with the two uncompleted dams that were started and have not been finished and are continuing to erode away and destroy the investment that has already been started there.

Mr. ALLEN. How much money would it take to so improve those two dams that the erosion would be checked until such time as things could be properly completed?

Mr. DAY. I haven't seen them myself. Mr. Prentiss, can you answer that?

Mr. PRENTISS. The two dams could be left as is.

Mr. DAY. There is a representative of agriculture here, perhaps he could answer that.

Mr. ALLEN. Thank you, sir, that is all.

Mr. BURKE. Are there any other questions?

Mr. BROPHY. Yes. What is the average low temperature from the 1st of December to the 28th of February in the area around Cairo?

Mr. DAY. I don't know. They grow cotton down there.

Mr. BISHOP. It is on the same latitude with Richmond, Va.

Mr. BROPHY. That still won't answer the question.

Mr. BISHOP. How cold or how hot, is that what you want?

Mr. BROPHY. That is exactly it, I said the average low temperature.

Mr. DAY. I cannot tell you that.

Mr. BISHOP. About 12 above zero is as cold as it gets down in Cairo.

Mr. BROPHY. You mean that is an extreme?

Mr. BISHOP. No.

Mr. BROPHY. Or average?

Mr. BISHOP. Average.

Mr. BROPHY. At 12 above will you get ice on the lake down there?

Mr. BISHOP. Oh, yes.

Mr. DAY. I may say that insofar as Horseshoe Lake is concerned, which is close to this, geese remain on the ice. I have seen them by the thousands sitting out on the ice on this lake; the lake has been completely frozen over and still they stay in the area.

Mr. BROPHY. Have you ever seen them when they were frozen to the ice.

Mr. DAY. Yes, that happens.

Mr. BURKE. That seems a very low average. The temperature of southern Ohio is much warmer than that.

Mr. BROPHY. I thought so, too.

Mr. BURKE. It is in the pecan belt and I would figure that that is very low.

Mr. BISHOP. What do you mean, low?

Mr. BROPHY. I mean 12° above zero. That is warmer than 12° below.

Mr. BISHOP. I said 12° above.

Mr. BROPHY. I understood you to say 12° below.

Mr. BISHOP. No, sir; I said 12° above. That is why I asked that question.

Mr. BURKE. I imagine it would be more like 25° above zero.

Mr. GENTRY. It is estimated there are an average of 8 days a year in our immediate vicinity where it stays below freezing for a period of 24 hours.

Mr. BROPHY. That is what I was trying to get at. If it is a cold area there would be no good in creating the refuge.

Mr. DAY. There is no comparison.

Mr. BISHOP. I would estimate there are not more than 3 days a year that the lake is entirely frozen over.

Mr. BURKE. That would be my guess; it isn't very cold down there.

Mr. COLES. May I interject a question here, Mr. Chairman?

Mr. BURKE. Certainly.

Mr. COLES. Under the Migratory Bird Conservation Act, as I understand, the Department of the Interior is authorized to take tracts of land such as this for fish and wildlife refuge. I wonder why this legislation is necessary, why it couldn't be done under that act?

Mr. DAY. If it were done under that act it would mean it would cost probably a half million dollars and the funds are not available for that purpose.

Mr. COLES. Would that be merely a transfer of funds from one Government agency to another?

Mr. DAY. Yes.

Mr. COLES. In other words, it wouldn't be an actual expenditure of funds but you would have to have a bookkeeping transaction?

Mr. DAY. No; it would be an actual purchase. The Fish and Wildlife Service would have to issue a check to buy this land from the War Assets Administration and funds are not available to do it.

Mr. BURKE. Our time is moving on. I have a report here from Mr. Krug, Secretary of the Interior, recommending that this proposed legislation be enacted. Would it be the wish of the committee that I read this?

Mr. MILLER. Just put it in the record, if it is a favorable report.

Mr. BURKE. It is a favorable report and I will put that in the record. (The letter referred to appears on p. 42.)

Mr. BURKE. I would like to hear from Mr. Hankin who is opposed to this, to get the members of this committee and the proponents of the bill, somewhat acquainted with the opinions of the opposition.

Is there anyone else from out of the city who desires to speak briefly?

Mr. VENABLE. Could I make one more comment?

Mr. BURKE. Yes.

Mr. VENABLE. There has been a line of thought that I had hoped others would bring out. They have not done so, so I ask for just a moment. Mr. Day touched on it briefly.

Here is an area that was bought, for war or military uses, with the money from Joe Doaks, the taxpayer, in an effort to win his war. He won that war and he has quite forgotten that he owns this land.

Under the present set-up of the statutory provisions it is necessary for Joe Doaks, the taxpayer, to again buy what is already his. This bill merely asks that for once in Joe's life he be paid off double, that the land that is now actually his be transferred for his use and his enjoyment.

Our contention is that there is no single agency better than Fish and Wildlife Service to render it still more useful to Joe, and that he already owns it and Fish and Wildlife Service should not have to get appropriations to again buy for Joe what belongs to him.

Mr. BURKE. Thank you, Mr. Venable.

Dr. Gabrielson, would you care to say something for the Committee?

Mr. GABRIELSON. Yes, thank you, Mr. Chairman. I shall be very brief.

STATEMENT OF IRA N. GABRIELSON, OF THE WILDLIFE MANAGEMENT INSTITUTE

Mr. GABRIELSON. My name is Ira N. Gabrielson of the Wildlife Management Institute.

I just want to say this about this proposal. I am very much in favor of it. I have been in the area on two different occasions and am generally familiar with it, except the part that was purchased by the War Department. I haven't been on that property.

This area is very suitable for the development of a waterfowl refuge and I want to emphasize what Mr. Day said that there isn't any place in the country where we need additional waterfowl wintering grounds more than we need them in this Mississippi Valley area. When birds have formed the habit of wintering in any particular area they will stay there regardless of how cold it gets and if it doesn't stay cold for too long they do not suffer.

Both ducks and geese are able to keep areas of water open by congregating in certain spots, even in relatively low temperatures. They will sit in the area and keep the water open by paddling around in it when it is freezing all around them. They can keep it open for a few days but they cannot keep it open in constantly low temperatures.

Mallards and pintails do winter just as far north as they can find open water. I know of an area 160 miles north of Fairbanks, Alaska, where a flock of mallards spends the winter because they can find some feed and open water.

This particular area is a major wintering ground for the Canada geese, for the pintails and mallards and some other birds, occasionally. Some of the others stay quite far north but not in as great numbers. It can be used a great deal and it is an area that would fit into the program. The whole program has my support.

Mr. BROPHY. How will this affect the Wheeler refuge which is south of there?

Mr. GABRIELSON. That is clear down in Alabama.

Mr. BROPHY. In other words, will this be a new refuge that will stop them from going to the presently existing Wheeler refuge?

Mr. GABRIELSON. No, it wouldn't affect the birds that go that far south. It could move some of those birds of of Horseshoe Lake, but it wouldn't stop the birds that go farther south normally.

Each group of birds will have this very strong tendency—it doesn't work 100 percent—but once a bird has wintered in a certain area and raised their young there or nested there, the chances are that bird will go back to that particular spot the rest of his life, and each group of birds has that regular habit. The ones that move around and go into these new areas are the young birds that have no fixed habits. They have neither nested nor wintered there before, and this area would fill up with the new birds that come in. You cannot move the old birds very readily. They are as fixed in their habits as human beings are.

Mr. BROPHY. When they start to move, don't the young birds go with the old birds?

Mr. GABRIELSON. Only with the Canada geese and some of the other species of geese, not with the ducks at all. With a great many of the ducks, the drakes migrate first or go south first, then the hens and the young ones come later. The only duck that has any tendency to keep

a family together at all is the ruddy duck and in that case the male duck helps take care of the young.

Mr. BURKE. Dr. Gabrielson is one of our best authorities on this subject. Are there any other questions?

Mr. MILLER. Do they go back the same way?

Mr. GABRIELSON. Very largely.

Mr. MILLER. The reason I ask that is because a few weeks ago I noticed large flocks of bluebills, and so on, down in my country, and they looked like they were 90 percent males. I was wondering if there had been a tremendous mortality among the ducks with nothing left but drakes, or might it be that the females had gone on ahead?

Mr. GABRIELSON. The diving ducks, particularly, have a tendency to migrate in such flocks, much more than some of the others. When I say they go back the same way, it doesn't necessarily mean they go back by the same route.

Mr. MILLER. No, I meant do they split up in sections. I was a little alarmed to find what looked like large drafts of ducks, and they were practically all drakes.

Mr. GABRIELSON. Ducks of that kind, the bluebills, the canvasbacks and red heads, don't nest until much later than the others, and many of them go back to the nesting grounds and mate after they get there. Mallards and pintails mate on the wintering grounds and start north in big flocks, the drakes and the hens together. Of course, all the unmated birds are mingled in those flocks, but you will find the mated pairs are in those big flocks as a general rule.

When you get into Canada you will find mallards and pintails and Canada geese nesting by the early part of May; others don't until the end of May or June.

Mr. BROPHY. When you say diving ducks, do you mean the fishers?

Mr. GABRIELSON. I mean canvasbacks and red heads.

Mr. BURKE. Dr. Gabrielson, you would say this is an excellent spot for the preservation and restoration of our migratory-bird life?

Mr. GABRIELSON. I think so, and it is one that is very much needed, particularly for the geese.

Mr. BURKE. Thank you very much.

Now we will have some time to hear Mr. Hankin.

Mr. HANKIN. Thank you, sir.

Mr. BURKE. We have about 20 minutes left.

STATEMENT OF GREGORY HANKIN, COUNSEL FOR SOUTHERN ILLINOIS, INC., AND WILLIAMSON COUNTY FARM BUREAU

Mr. HANKIN. Mr. Chairman, as I understand from my conversations with you, the opposition to this bill will be given an opportunity to present its evidence at a later date.

Mr. BURKE. That is right.

Mr. HANKIN. But at present I should like to make a little observation about the testimony presented in favor of the bill.

Frankly, I am very much surprised that the proponents of the bill seek to have Congress transfer to them something like 70 square miles of land upon the type of testimony presented, which hasn't touched some of the important questions raised by the members of this committee.

One of the members of the committee has asked whether this was an artificial lake. It is an artificial lake.

Then followed the question as to whether there was any similar project and that question was entirely avoided. As a matter of fact, I have been wondering whether the proponents have considered that the cost of this project to the Soil Conservation Service alone was \$3,794,624—that is, through 1946.

The question arises whether they would consider that this would be an economical use of land on which so much money had been spent, to turn it over to ducks and geese after such efforts have been made to make the land suitable for agriculture.

Now, another question that arose in my mind is whether the proponents consider that this area is the third most thickly populated area in Illinois. As a very thickly populated area, perhaps it should be used for the people and not for ducks and geese.

Then the question arises, what is the nature of this land? The chairman of this committee asked the question. One of the witnesses testified this was very poor land, not worth any more than \$20 or \$30 an acre. Another witness testified this land contains very beautiful pasture land. Another witness testified this land could be used for farming on a sharecropping basis. Which is it? Is it land that is suitable for farming or is it not? It cannot be all three things at the same time. We have had three widely different opinions as to the type of land which it embraces.

Now, throughout this time that I have been listening to this testimony—

Mr. TOLLEFSON. Mr. Chairman, I am sorry, but I do not know this man's name.

Mr. BURKE. I beg your pardon. Mr. Hankin, will you give your name for the record, please?

Mr. HANKIN. Yes, my name is Gregory Hankin. I am appearing as counsel for Southern Illinois, Inc., and for the Williamson County Farm Bureau.

Mr. TOLLEFSON. Thank you.

Mr. BURKE. May I ask what the Southern Illinois, Inc., is?

Mr. HANKIN. Southern Illinois, Inc., is a nonprofit corporation or organization interested in the commercial development of southern Illinois. It is in the nature of a chamber of commerce, or association of chambers of commerce.

Now, another question that occurred to me while they were presenting their testimony is what effect the wildlife refuge there would have on the surrounding farm lands. They have not touched on the question of the damage that could be done by the birds to agriculture in the surrounding territory, and also by small animals, rodents and other predatory animals that feed on poultry and small livestock.

It must also be considered—and I was hoping that the proponents would bring out this matter—that there are three airfields in the vicinity of Crab Orchard Lake. One of them is a class 3 airport. I was wondering whether they had considered whether the use of the lake area as a wildlife refuge would constitute a hazard to aviation.

I have here, which I would like to submit to the committee for its consideration, an advanced copy of a technical development report of the Civil Aeronautics Administration, in which they analyze the

strikes. It is a case study of strikes between birds and aircraft with resulting damage, of course to the birds, but we are concerned with the planes and the people. There are no fatalities reported for the simple reason that dead men tell no tales. I should like to submit this report for the record so that the proponents of the bill might have an opportunity to consider just what is involved in setting up a refuge for wildlife right in the midst of three airfields.

Mr. BURKE. Very well, if you will just hand that to the reporter we will have that placed in the record at the end of today's hearing.

Mr. TOLLEFSON. Pardon me, when you say strikes, do you mean collisions?

Mr. HANKIN. Yes. They call them strikes, and we are not dealing with industrial strikes.

Mr. TOLLEFSON. No; you are right.

Mr. BROPHY. When they have reference to damage of airplanes, are they referring to the damage that was done years ago to wooden propellers and linen planes, as compared to the duraluminum propellers and metal ships of today?

Mr. HANKIN. Yes, sir. As a matter of fact, the cases they discuss there are very recent cases.

Mr. BROPHY. I know, but you referred to a class 3 airport and others. Are the others the type that would be flying the small Aeronca that is made of linen and uses wood propellers?

Mr. HANKIN. Naturally, where you have airfields you cannot reserve them for one type of plane.

Mr. BROPHY. But when you have small airports, you don't get the heavy metal ships and metal propellered ships there because of the length of the runways.

Mr. HANKIN. That may be so, I am not an expert on these matters, and I hope that we shall have an expert on these matters to testify before this committee.

Now, nothing has been said by the proponents of the bill as to what provisions should be made for indemnifying people on account of any damage that might result from the use of this area. A great deal has been said about the possibilities of using this land for other purposes. That isn't spelled out in the bill. The proponents have not stated what they will do by way of continuing the grazing and making of hay and growing of grain, and what they will do by way of reforestation, which is within the program pursued by the Department of Agriculture.

Mr. Day, I believe, stated that the revenue from the sale of stamps would be somewhere between \$20,000 and \$25,000 a year.

Mr. DAY. That is right, which would be spent on the project.

Mr. HANKIN. I doubt very much that that is an amount which would support a project of something like 70 square miles.

Now, something was said by one of the witnesses here about the public sentiment in southern Illinois and reference has been made to a meeting on June 25, 1946.

The information that I have—and I hope that when our witnesses come to testify about this they will be subjected to strict cross-examination by the members of the committee—is that the meeting was in the nature of a roundtable discussion, one person representing one type of interest.

For example, recreational interests, agriculture, commercial interests, and so on. I understand that what happened was that Dr. Salyer, assisted by Mr. Compton, came with 50 or 60 others and they took charge of the meeting and all of them voted.

Now, you gentlemen are acquainted with how meetings are conducted and you can well see how under such circumstances a meeting will, of course, come out with an almost unanimous opinion.

The sportsmen—I don't know whether that was a very sportsman-like thing to do—took advantage of the situation and voted that this project be devoted to sports. One of the members of the committee asked what would be the financial implications of this project.

The House Appropriations Committee reduced the request of \$10,338,300 to \$5,960,320 for the Fish and Wildlife Service, plus \$1,028,100 from the migratory bird conservation fund and the fund for Federal aid in wildlife restoration, to be expended for departmental personnel.

Of this amount, \$245,470 is made available for the general administration expenses of the entire Fish and Wildlife Service; for the protection of migratory birds, \$350,000; and for maintenance of mammal and bird reservations, \$900,000.

The Department, in its public statement issued April 21, 1947, complained of this reduction as being "a blow to the conservation interests of the country," and that "such cuts will be disastrous."

In view of this the question might arise, "Isn't the Fish and Wildlife Service seeking to expand its activities in the teeth of the policy of Congress to limit expenditures?"

If money is available from the sale of stamps, why can't that money be used on the present refuges, rather than acquire new ones?

The question might arise, "How much land is being devoted to birds and wildlife?" My understanding is that in 1934 there was something like 500,000 acres under the Fish and Wildlife Service; that now the acreage in the United States and territories is about 18,000,000; the acreage within the United States itself devoted to birds is about 7,000,000. Where is the limit going to be?

Then too the question may arise whether the present reserves for birds in that area are sufficient. Something has been said about Horse-shoe Lake and about the Mingo National Wildlife Refuge. I think the committee is entitled to know just how much land is reserved for birds within a radius of 200 or 250 miles around there.

Is it necessary to take this land on which almost \$4,000,000 has been spent to make it suitable for agriculture, and turn it over to ducks and geese?

Mr. BROPHY. Did you state how many acres there were in that 250-mile radius?

Mr. HANKIN. No; I have not stated it. It seems to me the proponents of the measure out to make these matters clear to the members of this committee before they expect the committee to turn over to them 70 square miles on which \$4,000,000 have been spent.

Mr. BURKE. Mr. Hankin, to get to the point, the Federal Government owns this land.

Mr. HANKIN. Yes, sir.

Mr. BURKE. They have put the money into it.

Mr. HANKIN. Yes, sir.

Mr. BURKE. Your proposal is that the public be allowed to repurchase this land for farming purposes, is that what you are driving at?

Mr. HANKIN. Our main proposal is this, Mr. Congressman. The land is now being administered by the Soil Conservation Service. They have done a very fine job of it. They have not yet completed their project. They have planted something like 5,000,000 trees and there are something like 5,000,000 more to be planted.

They have derived profit from those lands and they have turned 25 percent over to the county under the provisions of the Bankhead-Jones Farm Tenant Act.

One of the witnesses testified that under the Fish and Wildlife Service they would get 25 percent for school and road purposes but not under the Bankhead-Jones Act. Under that act they do get 25 percent and they have gotten amounts which we will bring into the record at a future date. What will be the result when Fish and Wildlife get hold of it is only problematical.

Mr. TOLLEFSON. You say the Soil Conservation Service now administers the land in there and they are doing a good job?

Mr. HANKIN. Yes.

Mr. TOLLEFSON. Aren't they a part of the Department of the Interior?

Mr. HANKIN. No; they are under the Department of Agriculture.

Mr. BURKE. Do you know what their attitude is toward this?

Mr. HANKIN. Their attitude at the present time, as best I can make it out, is prompted by two things. I would not undertake to speak for the Department of Agriculture. One is an obligation to proceed with the requirements of the Bankhead-Jones Act. Another part is to avoid the pressure put upon them by the Fish and Wildlife Service of the Department of the Interior.

Mr. TOLLEFSON. You don't know what their attitude is?

Mr. HANKIN. I wouldn't undertake, Mr. Tollefson, to speak for the Department of Agriculture in view of these two conflicting motives which are bound to operate when one department puts pressure on another one.

Mr. BURKE. Mr. Hankin, we will have another hearing on this question and the opponents will be given an opportunity to testify. The statement you have given us gives us some outline of what your thinking in the matter is. I believe there are some members of the Soil Conservation Department here and in the few minutes remaining we would like to get their point of view, if it is agreeable with you.

Mr. HANKIN. It certainly is.

Mr. TOLLEFSON. I would just like to ask one question, if I may.

Mr. BURKE. Go right ahead, sir.

Mr. TOLLEFSON. Just for my own satisfaction; you mentioned the sentiment of the people in the area. Are you familiar with the sentiment of the people there?

Mr. HANKIN. I wouldn't undertake to speak of their sentiment because they should present that as part of their testimony.

Mr. TOLLEFSON. The reason I ask is this: Were you present at this meeting which was mentioned?

Mr. HANKIN. No; I was not.

Mr. TOLLEFSON. Do you live there, Mr. Hankin?

Mr. HANKIN. No; I am an attorney here in the city.

Mr. TOLLEFSON. Thank you.

Mr. HANKIN. And I have been asked to represent those people who will come and testify against this bill.

Mr. BURKE. Thank you very much, Mr. Hankin.

May we hear from the Soil Conservation Department as to what your attitude is on this? We have 5 minutes yet.

STATEMENT OF GEORGE R. PHILLIPS, OFFICE OF THE SECRETARY, SOIL CONSERVATION DEPARTMENT

Mr. PHILLIPS. My name is George R. Phillips. I am from the Office of the Secretary. The Department has not been asked for a report on this bill. Consideration has been given to it so anything I might offer to you at this time would have to be offered in the light of such circumstances.

Mr. BURKE. I see; not official.

Mr. PHILLIPS. Yes.

Mr. BROPHY. Mr. Chairman, if it is not official what good will it do us?

Mr. PHILLIPS. We would be very glad to get a report up here for you.

Mr. BURKE. That would probably be in order.

Mr. TOLLEFSON. We can get his personal feelings on the matter.

Mr. BROPHY. You can go down in Illinois and get 10,000,000 people and each one will have a personal opinion.

Mr. TOLLEFSON. That is what we are getting from each person, is a personal opinion.

Mr. BURKE. I don't see that it will do any harm.

Mr. BROPHY. O. K., I am perfectly willing to listen.

Mr. PHILLIPS. I can speak from the standpoint of the project as it has been developed.

To begin with, as has been pointed out here it was originally a part of the project that was covered by the Resettlement Administration project. When this agency was discontinued the responsibility for the project was returned to the Department of Agriculture and has since been administered by the Soil Conservation Department.

A total of some 35,000 acres, I believe, was involved in that Crab Orchard land utilization project as such. At the beginning of the war about 10,000 or 12,000 acres of it was transferred over to the military for their use in the development of the Illinois ordnance plan and the War Department acquired an additional 12,000 acres, so that the so-called Illinois ordnance plant today has some 24,000 plus or minus acres.

There remain in the original Crab Orchard project some 21,000 acres. The two projects should be referred to separately because they have a different status today.

The Illinois ordnance plant has been declared surplus by the military and has been turned over to the War Assets Administration for disposal. They have in turn turned it over to the Farm Security Administration of the Department of Agriculture for such disposal and in such status Federal agencies may exercise their right to obtain title to it for such use, or if they do not exercise such priority it will be disposed of according to the best use of the land.

I can say this in connection with a part of the project which was transferred from the Department of Agriculture to the military for inclusion in the Illinois ordnance plant, that there was an informal understanding between representatives of the Department of Agriculture and the Fish and Wildlife Service of the Interior Department that if those lands did come back to the Department of Agriculture after the military was no longer concerned with them, we would be glad to recommend their use for wildlife management, until such time as the final disposition was made of the project itself.

Now, the fact that those lands are a part of the Illinois ordnance plant and have been returned to the War Assets Administration for disposal, Agriculture has no longer any responsibility or jurisdiction in the matter and they would be available for claiming by whatever other public agency might want to put in a claim for them, or if none did, they would be available for disposal. So much for those Illinois ordnance plant lands.

The remainder of the project today actually constitutes the Crab Orchard Lake project in reduced arrearage.

In general it is made up of two kinds of area. The southern part of it is primarily forested land and worn out agricultural land, a considerable portion of which has already been planted to trees and much of the balance has been scheduled for replanting.

It is immediately adjacent to or in part integrated with the Shawnee National Forest. It has been the thought of the Department that the final long-time use of that land would be to administer as a park in that other public area, the Shawnee National Forest.

The balance of the area of some 9,200 acres, within which is the dam, and some 3,900 acres of the lower part of Crab Orchard Lake constitutes the remainder of the project, and because of the water features and the relatively limited amounts of bordering land it has been administered as a combination recreation and wildlife area.

I think 375,000 people visited the area in 1945. Local interests have also been very much concerned about possible industrial use of the area; companies have been making contact but as I understand nothing specific has been undertaken, but the availability of the water gives rise to the development of power in industrial use.

I hope that will give you some idea as to how we feel.

Mr. BURKE. Thank you very much. Would it be possible to have a statement from the Department of Agriculture?

Mr. PHILLIPS. I am sure we could do so and we would be glad to.

Mr. BURKE. This hearing will be continued, gentlemen——

Mr. COLES. May I make this suggestion off the record?

Mr. BURKE. This will be off the record.

(Discussion off the record.)

Mr. BISHOP. The bill takes care of the last part of the gentleman's statement, but may I make it clear to the committee that when this land was taken from the farmers in the outlying districts of this project they were told if it was to be resold they would have an opportunity to be the first bidders. We hope to continue to have that opportunity,

as the bill reads, so the farmer, whose ground is not needed for this project, will be given an opportunity to buy it back.

Mr. HANKIN. But there is nothing in the bill which says that.

Mr. BISHOP. That is an understanding, the same as the understanding that they were to be given a job when it was taken away from them.

Mr. HANKIN. But if the bill is enacted that understanding will not have any authority in law.

Mr. BURKE. Mr. Allen has a couple of questions he would like to ask of Mr. Day for the record.

Mr. ALLEN. Could you tell me who gets the concession privileges on the project if it goes through? Is there a problem of any kind involved there?

Mr. DAY. Normally with such concession as we do administer it is done either under bid or under very strict regulation—normally it is under bid.

Mr. ALLEN. Have any people thus far manifested an interest in the concessions?

Mr. DAY. No.

Mr. ALLEN. The other question is; Are there any other projects of a similar nature for which this bill might furnish a precedent, that have come to your attention?

Mr. DAY. Not specific projects. There is a bill introduced by Senator Wherry, of Nebraska, which would authorize the transfer of military areas, areas acquired for military purposes that are particularly suited for wildlife management, either to the States or the Fish and Wildlife Service, depending upon whether it would fit into the upland game program or the waterfowl program. It has been introduced. I think that is the only one piece of legislation similar to this.

Mr. BURKE. This is an interesting problem. The Lea bill, H. R. 107, will be taken very shortly. I trust the committee will be very much interested.

Mr. TOLLEFSON. Could I ask Mr. Day one question? I saw him shaking his head when one of the witnesses was testifying with respect to the number of acres used by the Fish and Wildlife Service for a project similar to this. I think the witness testified there were some 7,000,000 acres used.

Mr. DAY. In round numbers there are about 3,500,000 acres devoted primarily to waterfowl. The Service does administer some 18,000,000, but much of that consists of public land withdrawals in Alaska, 7,000,000 acres, as I recall it, in Alaska. Others are scattered throughout the West and are withdrawals of grazing land, and so on, that are administered primarily for the big game. For waterfowl the total program is about 3½ million.

Mr. TOLLEFSON. I understood you to say previously that is about half as much as is necessary, is that right?

Mr. DAY. That is right.

Mr. BURKE. Unless there is something further we will adjourn this meeting today.

I want to thank you all for coming and taking an interest in this.

Mr. BISHOP. I want to thank the chairman and the committee and if any questions occur to you we would be glad to furnish you with the answers.

Mr. BURKE. Thank you very much.

(Permission was granted to insert the following report and letters into the record:)

DEVELOPMENT OF AIRCRAFT WINDSHIELDS TO RESIST IMPACT WITH BIRDS IN FLIGHT

PART I.—COLLISION OF BIRDS WITH AIRCRAFT IN SCHEDULED COMMERCIAL OPERATIONS IN THE CONTINENTAL UNITED STATES

SUMMARY

This report covers the analysis of 473 records of collision of birds with aircraft in scheduled operations from a period previous to 1942 through 1946. Most of the reported collisions occurred in the continental United States, but some data are given for Canada and Central and South America.

The data show that a bird collision on scheduled aircraft occurs each 759,000 miles of operation, which in 1946 corresponded to an average period of 0.89 day.

The type of bird most commonly struck by aircraft is the duck. Gulls and buzzards also are frequently hit in more limited geographical locations. All birds are struck most frequently during migratory seasons, and at low elevations above ground.

More than one-fourth of all recorded bird strikes occur on the airplane windshield, of which about one-third result in severe damage. Approximately one-fourth of all strikes result in severe local damage to some portion of the aircraft structure.

INTRODUCTION

During the past several years increasing concern has been felt by the aircraft industry and governmental organizations interested in safety of commercial air carrier operations regarding collisions of aircraft with birds in flight. This feeling has been accentuated by an apparently increasing number of such accidents which result in appreciable damage to the airplane or injury to the pilot, and by consideration of probable increasing future hazards associated with larger and higher speed commercial aircraft.

As a result of such interest the Civil Aeronautics Administration in 1942 undertook a development program concerning means of improving impact resistance of aircraft windshields. In addition, the CAA started to accumulate data regarding the frequency and conditions of such collisions in order to learn the extent of this hazard.

Data in this connection were obtained on special questionnaire forms furnished by the Air Transport Association and filled out by the various air line operators for each occurrence. Further data were obtained from accident records of the Civil Aeronautics Board, and directly from air line operator. It is the purpose of this report to summarize and analyze the data which have been obtained through December 1946.

Acknowledgment is made to the Air Transport Association and to the various air carrier operators through whose cooperation the principal data utilized herein were obtained.

GENERAL SCOPE AND ACCURACY OF DATA

As this report is a statistical study of the frequency and conditions of collisions of commercial aircraft with birds, it is of importance to consider the limitations and possible inaccuracies of the data obtained.

Before 1942 data were available only from formal reports made to the Civil Aeronautics Administration involving interruptions to scheduled flights. Such data were incomplete and of such small number as to preclude statistical investigation.

In 1942 accumulation of data from the air line operators through the Air Transport Association began and resulted in a more complete reporting of bird-strike occurrences. However, certain limitations even in these data are evident. The principal limitations may be listed as follows:

(1) A tendency apparently exists in reporting bird collisions, particularly in the earlier data, to neglect strikes which do not damage the airplane, or which do not occur in the vicinity of the windshield.

(2) All of the data desired for each bird strike was not reported in each instance, so that analysis of the various factors cannot be based on all the accidents reported and the various factors cannot be completely correlated. For example,

the type of bird struck and the airspeed at which the strike occurred were not given in all cases. The form distributed to the air lines had no space specifically allotted to statement of altitude at the time of strike.

(3) The various air lines did not report the occurrence of bird strikes with the same degree of thoroughness. This is evident from the data obtained, and from checks made of sources other than the reports furnished directly by the various companies. It is indicated that reasonably complete data were obtained only from one air line operator designated as air line A.

(4) The data obtained, with few exceptions, involves the Douglas DC-3 airplane so that possible effects of different windshield arrangements cannot be distinguished.

(5) Some data have been obtained concerning bird collisions with military aircraft, and in foreign operations of domestic air lines. The former data have not been included in this report and the latter data are noted where used.

The number of bird strikes reported by various domestic air line operators for each year from 1942 through 1946 is shown in tables I (a) and I (b). It is noted that a total of 473 airplane collisions were reported, of which 408 occurred in the United States, 8 in Canada, and 57 in Central and South America and the Caribbean area. Of the 408 collisions occurring in the United States, 221 were reported by air line A which flies approximately 20 percent of the total revenue-miles flown.

It is noted that a general increase in the number of reported strikes occurs in the later years. The trend indicated may be attributed both to an increase in the air miles flown and to some increase in the percentage of strikes reported. In the case of some air lines there appears a marked decrease in the number of strikes for certain years. It is probable that such decrease was due to failure in preparing formal bird collision reports for that period.

FREQUENCY OF COLLISIONS RELATED TO REVENUE MILES FLOWN AND SEASON OF YEAR

One of the most significant results which it is desirable to obtain from bird collision statistics is a knowledge of the average frequency at which such collisions occur, or the average number of revenue miles flown for each bird strike. However, the present data cannot be used in its entirety for such a determination because of its known incompleteness. As the data obtained from air line A are known to be reasonably complete, and as the revenue miles flown by this air line are approximately one-fifth of the total miles flown by all domestic air lines, the data obtained from air line A represent a good statistical sample of all air carrier operations. These data, therefore, were utilized to determine bird collision frequency and are plotted in figure 1.

In applying air line A data to other air-line operations the possibility exists that the air line taken as a sample might operate in regions of the country where probability of bird strikes is greater or less than the average probability for the entire country. However, as air line A operates entirely across the continent, it is believed that the sample used is reasonably representative of all operations.

It is seen from figure 1 that the average expectation of a bird strike on an airplane in scheduled air carrier operations is one strike for each 759,000 miles of flight. During the year 1946 a total of 309,592,647 miles were flown by all operators on scheduled flights, so that 759,000 miles covered an average period of 0.89 day. It may be concluded that during 1946 bird strikes on air carrier aircraft occurred at an average rate of about 8 per week, and a total of 408 strikes occurred during the year on all air lines although a total of only 99 strikes were reported.

As will be discussed in later sections of this report, a large proportion of the bird collisions involve small birds and strikes on portions of the aircraft which are not especially vulnerable. Further, a majority of strikes on the windshield, which is considered the most hazardous location for collision, do not cause serious damage. Therefore, the frequency of bird strikes involving possible serious hazard to the aircraft is considerably less than the frequency of all bird strikes on the airplane.

A further significant factor shown in figure 1 is the large variation in frequency of bird collisions with the season of year. The greatest collision frequency occurs during the spring and fall seasons at a time when migration of birds is a maximum. During September and October bird strikes are about 10 times as frequent for a given number of miles flown as in December when the strike frequency is a minimum, and strikes occur during these months at about twice the average annual frequency. Forty-six percent of the total collisions occur in

the fall (September, October, and November) and 29 percent occur in the spring (March, April, and May).

It is of further interest and significance that the seasonal variation of frequency of bird strikes corresponds very closely to the density of bird movements. For example, the migration of birds during the fall season is greater than the spring migration because of the large number of young birds following the breeding period, and because of the considerable mortality of birds during the winter season from natural causes and from hunting. The movement of birds during December is generally very small with some increased movement occurring in January.¹ These points are reflected exactly in the bird collision data.

Assuming that the frequency of bird strikes existent over the past 5 years will remain at the same level in the future, and that commercial air traffic will increase in the amount commonly predicted, in 1947, anticipating 350,000,000 air line revenue miles, bird strikes may be expected on an average of about 9 per week. In 1950, anticipating 440,000,000 revenue miles of flight, strikes will occur at a rate of about 12 per week. It also may be anticipated that with greater aircraft cruising speeds the severity of damage suffered in such collisions will increase.

ALTITUDE OF BIRD STRIKES

The altitudes above local ground-level at which bird collisions have occurred are shown in figure 2. This figure is based upon records of 107 collisions where the altitude of the airplane at the time of the strike was reported.

In a number of collision reports no specific altitude was given, but the phase of operation was given as "landing" or "take-off." Such strikes were classified in the grouping for 0 to 2,000 feet above local ground elevation.

The data in figure 2 show that approximately two-thirds of all collisions occur less than 2,000 feet above the local ground elevation, and that more than 95 percent of all collisions occur at an altitude less than 6,000 feet above the local ground elevation. However, bird strikes have been experienced at altitude above sea-level as great as 12,000 feet, and consideration must be given to the fact that collisions at all higher altitudes involve greater flight speeds and possibly greater potential hazard than at the 0 to 2,000 foot level.

The trend shown in figure 2 for increase in collision frequency with decrease in altitude above ground is in general agreement with the known altitude distribution of bird density. It has been shown that the largest number of bird flights occur at altitudes above ground of less than 4,000 feet. However, it is possible that the data plotted in figure 2 do not present an accurate picture of potential collision hazards at the higher altitudes. If it were feasible to weight these data, to take into consideration the known decrease in aircraft traffic density at the higher altitudes, the possibility of collision at such altitudes may be somewhat greater than that indicated. Past commercial operations at altitudes greater than 12,000 feet above sea-level have been extremely limited and, the possibility of strikes at such altitudes is not excluded by the present results.

TYPES OF BIRDS INVOLVED IN AIRCRAFT COLLISIONS

Figure 3 shows the frequency of striking various types of birds, as listed in 188 bird collision reports, in which the type of bird was identified. Table II shows the average and maximum weights of some of the various types of birds involved.

As shown in figure 3, the greatest portion of recorded bird strikes involve ducks, gulls, and buzzards with only small numbers of each of 16 other types of birds listed.

The weights of various bird types shown in table II vary over wide ranges, according to particular species. For example, ducks vary from less than 1 pound to more than 5½ pounds in average weight of different species. Similar wide variations are obtained with gulls and hawks. In most bird collisions only the general type of bird can be identified, if identification at all is possible, and only a few cases exist where accurate knowledge of bird weight was obtained.

It may be concluded that the greatest portion of recorded bird strikes involve types of birds with average weights in a 1- to 5½-pound range and with maximum weights of 6 to 6½ pounds.

¹F. C. Lincoln, *Airline Network of Migratory Birds*, the Airline Pilot, vol. 2, No. 9, October 1942

Of the 188 strikes involving identified birds occurring in North and South America, a total of seven birds, or 3.7 percent of those identified, were of heavy-weight types. These include swans, geese, eagles, and condor with maximum weight as high as 38 pounds. In 149 strikes occurring in the United States involving identified birds, six birds or 4 percent were of the heavy-weight type. However, the proportion of such heavy birds among the total identified birds probably is greater than their proportion among all birds involved in airplane collision.

The values given in figure 3 for the number of buzzards struck show the numbers involved in domestic air-line collisions and in foreign operations of a domestic air line in South and Central America and in the Caribbean area. It is apparent that most collisions involving buzzards occur in the tropical and semi-tropical regions of South and Central America.

The bird strike reports also show that about 75 percent of all strikes reported for Central and South America involve buzzards. It is not apparent whether these figures represent a true condition, or whether collisions involving small birds generally were less noticeable and were not reported.

In figure 4 are shown the number of collisions each month involving ducks and gulls compared with the total number of bird strikes for each month over the 5-year period. There is a general agreement between the three curves. In particular the data for gulls, which are known to be migratory birds but are usually associated with collisions occurring in landing and take-off phases of flight, follow this characteristic seasonal variation. The curve for gulls, in addition, shows a peak in July, which can be explained by the known large movement of young gulls during this period.

The total absence of collisions involving ducks during June and July for this entire 5-year period is of especial interest. It is known that movement of ducks is small during the summer months following the breeding season.

A total of 38 collisions, or about 8 percent of the total number of collisions reported, were of an especially hazardous nature in that an entire flock of birds was involved. In some cases as many as six birds struck different portions of the airplane simultaneously. In most such cases the flocks consisted of ducks and gulls. In one case a flock of swans was hit.

The number of flocks of different bird types involved in aircraft collision was as follows:

Ducks -----	14	Hawks -----	1
Gulls -----	11	Pigeons -----	1
Swans -----	1	Shore Birds -----	1
Buzzards -----	1	Unidentified -----	7
Pheasants -----	1		

Of five collisions, where penetration of the windshield by birds caused bodily injury to airplane personnel, two involved collision with flocks.

TYPE OF BIRD RELATED TO AIRPLANE VELOCITY AND ALTITUDE

The relationship between the various types of birds involved in aircraft strikes and the velocity of the airplane and its altitude above local ground level at the time of collision is of importance in connection with the general conditions of flight under which strikes involving large birds may be expected.

In figure 5, based upon 86 bird strike records, the number of birds of the principal identified types which were struck within the three speed ranges of 50 to 100, 100 to 150, and 150 to 200 miles per hour are shown. These air-speed ranges can be approximately correlated to the phases of flight as follows:

	<i>Miles per hour</i>
Landing and take-off runs speeds -----	50 to 100
Climbing after take-off and making approach before landing -----	100 to 150
Cruising and descending speeds -----	150 to 200

As indicated in figure 5, collision records show that most of the high speed (150 to 200 miles per hour) collisions occur with ducks and that most of the low speed (50 to 100 miles per hour) collisions occur with gulls. At intermediate speeds (100 to 150 miles per hour) the maximum total number of bird strikes occurred. In this intermediate range strikes involving gulls are slightly greater in number than strikes involving ducks. It is of interest to note that only a small number of gull strikes occurred in the 150 to 200 miles per hour range, and that no buzzards were struck at 50 to 100 miles per hour.

Related data are shown in figure 6 for 64 bird strikes in which both the type of bird and altitude of the airplane above local ground level are known. This shows that the greatest number of most identified bird varieties are struck by aircraft at altitudes less than 2,000 feet above local ground level, and that at this level gulls are most commonly struck. At elevations above ground level between 2,000 and 4,000 feet, all types of birds except the very small species are struck, ducks being the most commonly hit.

Above 4,000 feet the identified types struck consist only of ducks. Because of the limited number of such data, the possibility of hitting other types of birds at high altitudes should not be excluded.

In general the data shown in figure 6 indicate that ducks may be hit at any altitude up to 10,000 feet above local ground level, but most commonly at low level; that other common types of birds may be hit at altitudes below 4,000 feet and especially below 2,000 feet; and that gulls are the type of bird most commonly hit at low levels.

LOCATION AND SEVERITY OF STRIKES ON AIRPLANES

Data obtained from 473 bird strike reports involving 488 birds in connection with the location and severity of the strikes upon the aircraft structure are in figure 7. As indicated previously, practically all of the data obtained concerned the Douglas DC-3 airplane, with only a few strikes involving Douglas DC-4 and other airplanes.

In figure 7 are shown the relative percentages of all strikes which occur separately on the wing, windshield, fuselage, engine and propeller, landing lights; and on miscellaneous parts such as antenna masts, icing indicators, tail structure, etc. The windshield strikes are separated from the general fuselage strikes, and the landing light strikes are separated from the general wing strikes, because of their particular interest.

In figure 7 also are shown the proportion of strikes at each general location which result in severe, moderate, or no damage.

"Severe damage" is defined as considerable buckling or indentation, penetration, or failure of any portion of metallic structure, damage which affects the engine operating characteristics, or major cracking or penetration of glass. Common examples are deep indentation of the leading edge of the wing with ribs buckled, rocker arm housings on the engine broken, jamming of engine air-scoops, or major cracking or penetration of the windshield.

"Moderate damage" is defined as minor or moderate indentation of metal or minor cracking of glass. Common examples of this condition are skin indentations which may be readily repaired, minor cracking of windshield glass, or moderate bending of engine cowling, air ducts, or ignition harness.

The most obvious point of interest in the data given in figure 7 is that 28 percent of all recorded strikes occur on the windshield, although the windshield represents much less than 28 percent of the total forward area of the airplane. Similarly, the landing lights which represent only a very small fraction of the forward area of the wing leading edge, and an even smaller fraction of the forward area of the entire airplane, received 5 percent of all recorded strikes on the airplane and about 18 percent of all recorded strikes on the entire wing.

The most obvious explanation of these data is that the windshield and landing lights are more readily damaged by collisions with birds than the metallic structure of the airplane so that strikes by smaller birds at these locations are more effective and more easily recognized. Bird strikes can be directly observed on the windshield and are commonly reported even though no damage is involved. It is probable that many additional strikes involving small birds occur on the airplane structure generally but are not recognized or reported.

A second point of considerable interest in these particular data is the wide variation in the degree of damage sustained at the various general locations on the airplane.

Of the 137 reported strikes on the windshield, 43 percent caused some degree of damage and 32 percent caused severe cracking or penetration, as noted in table III. A total of 14 strikes, approximately 10 percent, resulted in penetration of the windshield, causing the bird and broken glass particles to enter the cockpit. In five cases involving penetration, the cockpit personnel were cut by flying glass and in a few cases were struck by the bird. Damage rated as severe, but where no penetration occurred, generally resulted in glass splinters being thrown into the cockpit. Approximately 9 percent of all recorded bird strikes on the airplane were on the windshield and caused severe damage, and 3 percent of all recorded strikes on the airplane resulted in windshield penetration.

In many instances where severe damage to the windshield occurred, the cockpit personnel were sufficiently injured to require hospitalization. No instance of fatal injury resulting from a bird strike in commercial air-line operation is known. However, several unexplained fatal crashes involving commercial aircraft have occurred in which this cause was suspected, and numerous records of fatalities and aircraft crashes resulting from bird collision exist in military aircraft operations.

In contrast to the severity of damage caused by bird strikes on the windshield, strikes on the fuselage, although practically equally numerous, usually caused no damage or only moderate damage. Only 3 percent of all recorded strikes on the fuselage caused damage rated as severe.

Most of the bird strikes on the fuselage resulted in minor dents around the nose of the airplane. In certain cases deep dents were found in the nose and in a few cases penetration of the nose skin occurred. A few instances of strikes along the side of the fuselage were recorded, and in one instance a cabin window was reported as broken by a buzzard.

Recorded bird strikes on the airplane wing most commonly resulted in moderate damage, with 23 percent causing severe damage and 25 percent causing no damage. The strikes causing severe damage involved major local buckling of the wing leading edge and ribs, and in several cases resulted in penetration of the leading-edge structure with the carcass of the bird being found in the wing interior. In some such cases, interference with control cables resulted. Bird strikes of moderate intensity on the wing resulted in dents in the skin on the leading edge or tearing of the de-icer boot.

Of the collisions involving the wing landing lights, 96 percent are in the "severe" category and 4 percent in the "no damage" category, with no strike at this location classified as causing moderate damage. In most cases, the bird caused major cracking or penetration of the glass cover and seldom slid off without damaging the glass.

Bird impact on the engine and propeller unit resulted in severe damage in 23 percent of the strikes recorded for this location, and in moderate damage for 26 percent.

Normally the damage sustained by the power-plant unit was not sufficient to cause shut-down of the engine. However, in three instances the airscoop for the carburetor was jammed by a bird. In one such case an engine failed on take-off, and in another case the engine could not be idled.

No damage has been reported for any metal propeller, although birds frequently have hit propeller blades.

Bird strikes on the nacelle have resulted in broken rocker-arm housings, torn ignition harness, loosened cowlings in the more severe cases; in dents in the cowlings, in birds lodging between cylinders or in air intake ducts in less serious cases.

Strikes on other miscellaneous portions of the aircraft structure represent 4 percent of all recorded strikes of which one-half caused serious damage. This category consisted mainly of radio antennae, rudder, vertical and horizontal stabilizers, landing wheels, ADF loop cases, and ice warning indicators. The tail structure has been hit relatively few times, but one such strike by a large bird caused considerable damage to the vertical stabilizer, and partial loss of rudder control.

In general, the data given in figure 7 shows that approximately 24 percent of all recorded bird strikes on aircraft result in severe damage to some portion of the airplane structure. About 37 percent of the strikes involving severe damage to the aircraft are on the windshield. Approximately 31 percent of all strikes result in moderate damage to some portion of the aircraft structure, of which about one-tenth are on the windshield. Approximately 45 percent of all recorded strikes on the airplane result in no damage.

TYPE OF BIRD RELATED TO DEGREE OF DAMAGE

Data covering 211 bird strikes on aircraft, relating the type of bird involved in the collision and the degree of damage reported for the various portions of the airplane struck, are given in figure 8. The differentiation between degrees of severity of damage is made according to the definitions previously given.

An especially interesting fact shown by these data is that only 2 bird strikes involving buzzards, of which 44 were reported, occurred on the windshield. No explanation of this unusual distribution is evident, although the size of the statistical sample is nearly the same as that for gulls, where the distribution of strikes on the airplane appears more normal.

The data given in figure 8 is regrouped and condensed in figure 9 to indicate the extent of damage caused by each of three principal weight groups. There exists a reasonable correlation between the weight of bird and the severity of damage. Forty percent of the collisions with large birds result in severe damage to some portion of the airplane, whereas 27 percent of the medium weight birds and 23 percent of the light-weight birds cause severe damage. Conversely, 54 percent of the collisions with light-weight birds cause no damage, whereas 34 percent of the medium-weight birds and 22 percent of the large-weight birds cause no damage. Collisions resulting in moderate damage occur at nearly the same rate as those resulting in severe damage.

GEOGRAPHICAL DISTRIBUTION OF BIRD STRIKES

A study of the location of each recorded bird strike which has occurred in the continental United States, in relation to the types of bird hit and to the common migration routes of birds, is of importance in connection with the possible existence of geographical regions where abnormal probability of bird strikes may be found. In this connection data covering 321 reported collisions, for which the locations are known with reasonable accuracy, are shown in Figure 10.

Also plotted in figure 10 are the principal bird migration routes across the United States.² The migration paths indicated exist as actual bird routes at least 50 to 100 miles in width. Although it is not indicated in figure 10, many migration routes terminate at various points in the southern half of the United States and along the west coast where some varieties of northern birds remain during the winter season in large numbers.

Examination of the migration pattern shows that the greatest concentration of moving migratory birds may be expected in the coastal regions, in the Great Lakes region, along the Mississippi and Missouri Rivers, across the northern States from Minnesota to Montana, and in the interior valleys of Oregon and California. The bird wintering areas also are associated with concentrated local bird movements during the winter months.

The location of recorded bird strikes are plotted in figure 10 as closely as such locations are known. In some instances only the route between two cities was reported for the strike location. In such cases the position of the strike is shown generally on the route indicated. It is also probable that some strikes reported at one city and indicated in figure 10 at the reported location actually occurred along an airway approaching the city, and only was confirmed and reported at that location.

A factor previously discussed concerning the completeness of reports submitted by one air line and the probable relative incompleteness of reports from other air lines should be particularly considered in connection with the data given in figure 10. As one air line reported approximately 50 percent of all recorded bird strikes shown, there is an artificial grouping of reported bird strikes along a central east-west line across the continent covered by operations of this company. It is indicated that the relatively large number of bird strikes reported by this company is a result of more complete reporting rather than an actual greater number of bird strikes occurring in this particular area of operation.

An additional factor which should be considered in analyzing these data is the effect of variation in airway traffic density along different air routes. It is to be expected that along routes of high traffic density, or around major cities where main traffic routes converge and where many landings and take-offs occur, a large number of bird strikes will be reported. The existing probability of an individual airplane encountering a bird in this region may be no greater than at other portions of the country. The present data have not been analyzed in this connection because of the relatively small number of data relating to certain geographical areas.

The data given in figure 10 show that the greatest number of reported bird strikes occur along the eastern coast from Washington, D. C. to Boston, Mass., in a north-central band from Ohio through Iowa and Missouri, in the general Colorado and Utah area, and in the western portions of California, Oregon, and Washington. A general scattering of strikes is found throughout the Southern States with some concentration around principal air traffic centers. In the northwest border States few strikes have been reported.

The geographical distribution of bird strikes shown in figure 10 correlates reasonably well with the distribution of bird migration density, except for the

² Fish and Wildlife Service, U. S. Department of the Interior.

small number of strikes found in the northwest border States and the southern Mississippi River area.

Figure 10 also shows the geographical distribution of types of birds which were identified in collision reports. Bird strikes involving ducks are not limited to any particular region of the country but occur in all areas. However, as previously noted, the frequency of such strikes is apparently greater in localized regions of high bird-migration traffic.

Bird strikes involving gulls occur almost solely along the northern half of the country, and there principally along the east and west coasts. However, an appreciable number of collisions with gulls have been reported at interior portions of the country far from large bodies of water. Only one gull strike has been recorded south of a line connecting Washington, D. C. and San Francisco, Calif.

Most of the reported bird strikes in which buzzards were identified occur in Central and South America. In the continental United States, the six bird strikes involving buzzards are limited to the extreme southern portion of the country. The most northerly buzzard strike reported was in northern Texas.

Three of the four reported strikes in the United States involving heavy birds, including geese, swans, and eagles, occurred in the western mountainous regions. One such strike was reported on the lower Mississippi River.

Reports concerning other identified types of birds involved in airplane collisions, including hawks, mudhens, pheasants, and miscellaneous small birds, are too few in number to provide any significant conclusions regarding particular geographical areas where increased probability of such strikes might exist. Strikes involving these miscellaneous birds are scattered fairly uniformly over the entire country.

The general conclusions resulting from these data are that the probability of hitting all common types of birds is greatest in localized areas of high bird density during migration seasons; that ducks may be commonly struck at all sections of the country; that greater probability exists of hitting gulls in the northern half of the United States and particularly along the coastal areas; that strikes involving buzzards are limited to the extreme southern States and to Central and South America; and that bird strikes involving very large birds are more probable in the western mountainous sections of the country.

DAY AND NIGHT DISTRIBUTION OF BIRD STRIKES

The data for bird strikes in which the type of bird was identified are shown in figure 11 and are classified according to whether the strike occurred during hours of daylight or darkness.

Eighty-one percent of all identified ducks involved in aircraft collision were hit during hours of darkness, and 92 percent of all identified buzzards were hit in daylight. Gulls were struck more frequently during daylight hours in a proportion of 3 to 2. The average day and night distribution for all strikes reported is approximately equal for the two periods.

A factor which should be considered in evaluating these data is the higher density of airplane traffic during daylight hours. If the data given were weighted to include this factor, some increase in probability of night collisions would be shown.

Although no break-down of data has been made concerning the severity of accidents related to the daylight or darkness distribution, it appears that the most severe accidents have occurred at night. In particular, two-thirds of the collisions involving entire flocks of birds have occurred during hours of darkness. Of 12 collisions with duck flocks, 10 occurred at night, 1 at dawn, and 1 during daylight hours.

The reasons for the distribution shown between collisions occurring during day and night undoubtedly are associated with the normal flying and migration habits of the various types of birds. In the case of birds which commonly fly at night, the number of strikes may also be influenced by the reduced ability of the birds and the airplane to avoid collision during darkness. Ducks normally fly at night during migration movements, and gulls most often are a day-flying bird.

CONCLUSIONS

1. A total of 473 records of bird collisions with air carrier aircraft in scheduled operations, occurring from a period previous to 1942 through 1946, have been obtained from reports furnished by air-line operators.

2. The use of data obtained from one air line, which submitted a reasonably complete record of bird strikes occurring in its scheduled operations, indicates that all air lines together reported less than one-fourth of such strikes. It is indicated further that the unreported strikes were of a slightly less serious nature with regard to damage incurred than the strikes which were reported.

3. The data show that a bird may be expected to collide with some portion of the structure of an aircraft in scheduled air carrier operation each 759,000 miles of flight. During 1946 this corresponded to one bird collision each 0.89 days.

4. Approximately 28 percent of all recorded bird strikes occur on the airplane windshield, and one-third of the windshield strikes result in severe cracking or penetration of the windshield panel.

5. An additional 15 percent of all recorded strikes on the airplane result in severe local damage to some portion of the aircraft structure other than the windshield. Operational difficulties have resulted from such damage, including jammed carburetor aircoops, damaged control lines, and torn control surfaces.

6. The greatest probability of encountering birds occurs during the spring and fall bird migratory seasons, and at elevations less than 2,000 feet above local ground level.

7. Ducks, with average weight of different species, varying from 1 pound to approximately 5½ pounds, are most commonly hit. Ducks are encountered at all portions of the country, at all normal flight altitudes of past air carrier operations, and principally during hours of darkness. Collision with ducks on the airplane windshield usually causes severe damage.

8. Gulls, with average weight of different species, varying from approximately 2½ to 4 pounds, are the type of bird most commonly hit, other than ducks. Gulls are encountered principally in the northern half of the United States, and most commonly in coastal areas. Gulls are struck most frequently at low altitude and during daylight hours. Impact of gulls on the windshield usually results in severe damage.

9. Buzzards, of average weight of 4½ pounds, are commonly hit by aircraft in South and Central America, and to some extent in southern portions of the United States. Buzzards are struck at altitudes less than 4,000 feet above local ground level and almost solely during daylight hours. Only two instances were recorded of buzzards striking the windshield, but severe damage was caused to wing and nacelle structures.

10. A total of five collisions, or 1.1 percent of all recorded strikes in the United States, was reported in which bird identification was established as a goose, swan, or eagle. Common varieties of these birds vary in average weight from 6 to 28 pounds. Although the number of reported collisions involving such birds is small, the probable severity of such collision is great.

11. A total of 38 collisions, or 8 percent of all recorded strikes involved an entire flock of birds, of which as many as six birds were struck simultaneously.

12. No record exists of any fatality in air carrier operations in the United States caused by collision of aircraft with birds. However, it has been suspected that several unexplained crashes were due to this cause, numerous fatalities occurred from bird collisions during military operations in the recent war, and bird strikes in commercial operations have resulted in serious damage to the airplane or injury to the pilot.

TABLE I (a).—*Reported bird collisions with aircraft in scheduled operation in United States*

Air line	Number of reported collisions						5-year total
	Before 1942	1942	1943	1944	1945	1946	
A.....	1	39	29	37	57	58	221
B.....	2	10	5	22	14	28	81
C.....	3	13	12	11	—	—	39
D.....	1	7	4	2	10	8	32
E.....	—	—	2	3	1	—	6
All others.....	7	4	6	10	5	5	37
Total.....	14	73	58	85	87	99	1 416

¹ Including 8 bird strikes occurring in southwestern Canada.

TABLE I (b).—*Reported bird collisions with domestic air line aircraft in scheduled operations in Central and South America and in the Caribbean area*

Air line	Number of reported collisions						
	Before 1942	1942	1943	1944	1945	1946	5-year total
F.....	1	5	8	5	16	11	46
All others.....	6			3	1	1	11
Total.....	7	5	8	8	17	12	57

TABLE II.—*Weight of bird types involved in aircraft collisions*

	Male Average		Female Average		Maximum	
	Pound	Ounce	Pound	Ounce	Pound	Ounce
Ducks:						
Bufflehead.....	0	15.6	0	11.3	1	5
Black.....	2	11.8	2	6.0	3	13
Wood.....	1	8.7	1	6.9	2	0
American eider.....	4	6.7	3	6	4	10
Pacific eider.....	5	11.9	5	7	6	6
Gulls:						
Herring.....	2	10.5	2	4.7	3	0
Great black.....	3 to 4 pounds				5	0
Buzzard (vulture) turkey.....	4 pounds 8 ounces					
Hawks:						
Goshawk.....	2 to 3 pounds				4	8
Red shouldered.....	1			12	2	6
Broad winged.....	1			8	1	10
Doves (pigeons):						
Common pigeon.....	0 pound to 9.1 ounces				0	14
Eastern Mourning.....	0	4.6	0	4.4	0	6
Band tailed.....	0	12.3	0	12.8	0	15.5
Mud hen, coot.....	1	4.2	1	1.4	1	10
Eagle:						
Bald.....	8 to 10 pounds				13	0
Golden.....	9 to 11 pounds				14	0
Geese:						
Cackling.....	4	6.7	2	15.5	5	9
Common Canada.....	8	5.6	7	4.5	13	12
Greater Snow.....	7	5	6	2.4	10	7
Swan:						
Trumpeter.....	27	14.5	22	9	38	0
Whistling.....	15	12.8	13	10.2	18	10
Owl:						
Great horned.....	4 pounds				6	0
Barred.....	2 pounds				3	0

Data furnished by the Fish and Wildlife Service, U. S. Department of Interior.

TABLE III.—*Damage to windshield and injury to personnel resulting from bird strikes on windshield*

Percent of all windshield strikes:	
No damage.....	57
Moderate damage.....	11
Severe damage:	
No penetration.....	22
Penetration:	
No injury.....	6
Injury.....	4

DEPARTMENT OF AGRICULTURE,
Washington, May 29, 1947.CHAIRMAN, COMMITTEE ON MERCHANT MARINE AND FISHERIES,
House of Representatives.

DEAR MR. CHAIRMAN: In response to Mr. Bradley's request of May 21, 1947, for the views of this Department on H. R. 3043, a bill to provide for the transfer

of certain lands to the Secretary of the Interior, and for other purposes, we are glad to submit the following:

H. R. 3043 would transfer to the Secretary of the Interior all of the interests of the United States in and to the Crab Orchard Creek land utilization project and the Illinois ordnance plant, in Williamson, Jackson, and Union Counties, Ill. It would direct the Secretary of the Interior to sell or otherwise dispose of certain lands acquired by the United States in connection with the Crab Orchard project, and to administer the remainder as a wildlife management area and use the proceeds of sale for the administration of the wildlife area.

It would also provide for similar disposal of certain lands of the Illinois ordnance plant, for the administration of the remainder as a wildlife management area and for the use of the proceeds of sale for the administration for the residue lands as a wildlife area.

It is important to consider the two areas separately because of the different circumstances surrounding their acquisition, development, use, and status.

The Crab Orchard Creek land utilization project was established by the Resettlement Administration in 1936 to remove from cultivation lands unprofitable for long-time agricultural use, to promote conservation of soil and water through forestry and grazing control, to aid in flood control, to assist in unemployment relief, and to provide recreational opportunities and facilities for people resident in the area and in population centers tributary thereto.

The project was taken over by this Department upon transfer to it of the Resettlement Administration and carried through to its present status. In course of development, approximately 31,550 acres of land were purchased, Crab Orchard Creek was dammed to create a lake of some 6,900 acres, roads were built or relocated, forest plantations were established, and certain recreation facilities were installed.

By Executive order of April 1, 1942, approximately 10,225 acres of the purchased lands were transferred to the jurisdiction of the War Department for military purposes. They did not revert to this Department when no longer needed for military purposes and so are not now a part of the Crab Orchard project. These transferred lands, together with approximately 12,300 additional acres purchased by the War Department, constitute the Illinois ordnance plant. This plant has now been declared surplus by the military and certified to the War Assets Administration, which has assumed custody thereof, and most of the land therein has been referred by the War Assets Administration to the Farm Credit Administration of this Department for disposal pursuant to the Surplus Property Act of 1944. We understand that the Fish and Wildlife Service desires to obtain custody of such land for management as a wildlife area. The area is surrounded by a heavy wire fence that adds to the feasibility of administering it as a unit. However, if any of the area is to be disposed of for agricultural use, the Farm Credit Administration has authority and is thoroughly qualified to do so. As to the Illinois ordnance plant lands, therefore, including those transferred to the War Department from the Crab Orchard project, this Department has no further comment, except to note that there has existed for some time a tentative understanding between representatives of this Department and of the Department of the Interior that the lands transferred from the Crab Orchard project to the Illinois ordnance plant are suitable for wildlife-management purposes and that, had they been returned to this Department, they would have been recommended for such use and administration by the Fish and Wildlife Service.

Our further comments are directed toward the Crab Orchard project as it is now constituted. It includes some 21,325 acres of lands owned by the United States and administered by this Department, in accordance with the original purposes for which the project was established.

Some 12,125 acres of this land, being that part of it in townships 10 and 11 south, ranges 1 east and 1 west, outside of the Illinois ordnance plant, are within or immediately adjacent to the Shawnee National Forest. They are especially well adapted and suited to administration as part of the national forest, which is managed by the Forest Service of this Department. Such lands are, in the main, rough and hilly, are predominantly not well suited to agriculture, and are chiefly valuable for the growing of timber and regulation of stream flow. A portion of the area has natural forest growth upon it. About 2,500 acres have heretofore been planted to forest trees, and some 3,000 additional acres should likewise be so reforested. This 12,125 acres is similar in character to the lands within the adjoining national forest, can be effectively administered and managed as a part thereof and should be added to the national forest and permanently devoted to

the production of timber, to the protection of watersheds and regulation of stream flow, and to such corollary uses as recreation, grazing, and wildlife production.

The other 9,200 acres, more or less, of the Crab Orchard project includes the dam and about 3,900 acres of the lower portion of the Crab Orchard Lake and the recreational developments. Recreational use of parts of the area has been intensive and is expected to increase. In 1946 an estimated 547,000 person-days of recreation were provided those who visited the lake and surrounding area for picnicking, fishing, swimming, boating, and similar activities. Assurance of public access to and enjoyment of recreational potentialities of the area depend upon continued public control of the lands and of the lake. During recent years, a great deal of consideration has been given, especially by local interested persons and organizations, to the desirability of expanding the project as a basis of industrial installations. Correlation of the many existing and potential uses of the lands and the lake to assure maximum development of all uses appears essential.

Thus, sale or other disposal of certain of the Crab Orchard project lands and arbitrary dedication of all of the remainder to wildlife purposes, as contemplated by H. R. 3043, would conflict markedly with other existing or possible desirable uses of the lands of greater total public benefit and would hamper realization of the full potentialities of the area, as a whole, in the public interest.

The provisions of title III of the Bankhead-Jones Act of July 22, 1937 (50 Stat. 522), to which the Crab Orchard project lands (except those now constituting a part of the Illinois ordnance plant) are subject, grant adequate authority to this Department and to the President to exchange project lands and to sell or to dispose otherwise of them to public agencies for public purposes and to transfer such lands to public agencies for use and administration. Thus, under that act, portions of the project lands best suited therefor could be devoted to national forest purposes, and other portions could be made available for recreational and wildlife management purposes—as on-the-ground studies indicate to be most in the public interest. That such action has not so far been taken is due to the desire of this Department to explore fully the potentialities of the area for public service, to consider fully the needs and desires of local people, and to correlate as fully as possible the several uses of the area and to reconcile or minimize conflicts of such uses.

For the reasons above cited, we feel it to be in the public interest and this Department recommends that H. R. 3043 be amended to provide for administration of the approximately 12,125 acres of the Crab Orchard project in townships 10 and 11 south, ranges 1 east and 1 west, as a part of the Shawnee National Forest and for retention of the remaining approximately 9,200 acres of the Crab Orchard project in public ownership and for their administration for recreational and wildlife purposes rather than solely for wildlife purposes.

In view of the time situation, we have not obtained from the Bureau of the Budget advice as to the relationship of this proposed legislation, or report thereon, to the program of the President.

Sincerely,

CLINTON P. ANDERSON, *Secretary.*

THE SECRETARY OF THE INTERIOR,
Washington 25, D. C., May 21, 1947.

HON. FRED BRADLEY,
*Chairman, Committee on Merchant Marine and Fisheries,
House of Representatives.*

MY DEAR MR. BRADLEY: Reference is made to your letter of April 17, requesting a report on H. R. 3043, a bill to provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes.

I recommend that the proposed legislation be enacted.

The bill would transfer to the Secretary of the Interior the administration of approximately 43,896 acres of land, 31,544 acres of which were acquired some years ago by the Federal Government under its program for the retirement and reclassification of primarily submarginal lands. The balance of the area, 12,352 acres, was acquired by the War Department for use as an ordnance plant and now has been declared surplus to its needs. The original area, known as the Crab Orchard Creek project, together with the lands purchased by the War De-

partment, constitutes a holding by the United States which lends itself readily to four general types of use, namely, wildlife, recreational, agricultural (including forestry), and industrial. Except for the use of a portion of the area by the War Department during the war period, the lands have been utilized heretofore principally in connection with the soil conservation and related activities of the Department of Agriculture. However, it is believed that all of the four general uses named can be correlated to provide for a most beneficial use from a public-purpose point of view under the authorizations provided in the proposed legislation.

The area is particularly adaptable for recreational and wildlife conservation purposes because of the existence of Crab Orchard Lake and two other partially completed impoundments known as Little Grassy Lake and Devils Kitchen Lake. Crab Orchard Lake extends over nearly 7,600 acres of the project and under proper management and development should enhance not only the wildlife and recreational possibilities of the area but also the value of certain portions of the area for both agriculture and industry.

Southern Illinois, because of its strategic location in the heart of the Mississippi flyway, has always been the location of important waterfowl concentrations. These concentrations have continued in recent years but meanwhile adequate waterfowl resting and feeding areas have diminished so rapidly that the ducks—and especially the geese—of the Mississippi flyway, which have from time immemorial used this area, are now in dire distress. For years the Fish and Wildlife Service has recognized the need for a major waterfowl refuge in southern Illinois. Attempts were made to purchase several areas but failed because of exorbitant land prices and economic dislocation. Finally it became apparent that the most practical opportunity for the location of such a refuge was on an arm of the large Crab Orchard Lake Reservoir constructed by the Resettlement Administration and the Soil Conservation Service.

It is believed that approximately one-half of the total project area, now enclosed with a paddock-type steel fence, should be included within the wildlife refuge. As thus proposed, there would be about 2,900 surface acres of water, the east arm of Crab Orchard Lake, in the center of the refuge and the balance of the lake area, some 4,700 surface acres of water, would be outside of the refuge. Under such a plan the refuge fits very nicely into the ultimate development of a large-scale over-all Crab Orchard Lake project. It must not be assumed, however, that the refuge area cannot and will not be utilized to a considerable extent for recreational and agricultural uses. All activities now going on at the reservoir could continue without restraint. These include such sports as fishing, boating, swimming, picnicking, and allied activities.

The balance of the area, including that portion of Crab Orchard Lake lying west of the proposed refuge, together with surrounding lands, is particularly adaptable for recreational uses and for a certain type of agricultural development. In addition, plans for Little Grassy Lake, the development of which has been held in abeyance for some time, call for complete recreational use which would include picnicking, boating, fishing, swimming, and, most important of all, a public shooting area. Again, the Devils Kitchen Lake, when the dam is completed, will be an ideal location for camp sites for Boy Scouts, Girl Scouts, 4-H Clubs, and similar organizations. Private cabin sites on this latter lake could be made available to the public on long-term leases at reasonable annual rentals. This lake also would provide for fishing, boating, swimming, and public hunting.

During the use by the War Department of some 22,000 acres of the project, a number of industrial facilities and sites were developed and the use of such sites for industrial purposes can and should be continued. The use of these sites for industrial purposes will not interfere with the use of other areas for wildlife conservation, recreational, and agricultural purposes. On the contrary, all four of these uses can be integrated closely in this somewhat unique situation. However, all of these uses can be properly correlated only if they are developed under a single comprehensive plan of the nature set out in the proposed legislation.

In view of my understanding that you desire an immediate report on H. R. 3043, it has not been possible to obtain clearance of this letter through the Bureau of the Budget. Therefore, no commitment can be made concerning the relationship of the foregoing views to the program of the President.

Sincerely yours,

J. A. KRUG,
Secretary of the Interior.

WAR DEPARTMENT,
Washington, D. C., May 29, 1947.

HON. FRED BRADLEY,
*Chairman, Committee on Merchant Marine and Fisheries,
House of Representatives.*

DEAR MR. BRADLEY: The War Department is opposed to the enactment at this time of H. R. 3043, Eightieth Congress, a bill to provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes.

The purpose of the bill is to transfer to the Secretary of the Interior all of the interests of the United States in the lands acquired by the United States in connection with the Crab Orchard Creek project and the Illinois ordnance plant in Williamson, Jackson, and Union Counties, Ill. The bill further provides that the Secretary of the Interior shall classify said lands in cooperation with other interested agencies to determine the most beneficial use that may be made of the subject lands, and thereafter such lands as may be properly utilized for the development of agricultural, industrial, and related purposes shall be sold or otherwise disposed of including exchanges as are deemed to be in the best interests of the United States. All lands not sold or otherwise disposed of shall be administered by the Secretary of the Interior as a wildlife management area under the provisions of the act of August 14, 1946, as supplemented or amended by other pertinent acts.

Approximately 10,000 of the 31,500 acres, more or less, in the Crab Orchard Creek project were transferred by Executive order from the Department of Agriculture to the War Department and are now within the perimeter boundaries of the Illinois ordnance plant. The remaining acreage in the Crab Orchard Creek project is under the jurisdiction of the Department of Agriculture. This report is consequently limited in application to the Illinois ordnance plant including the aforesaid portion of the Crab Orchard Creek project within the boundaries of the ordnance plant. It is assumed that the Secretary of Agriculture and the Administrator, War Assets Administration, will be given an opportunity to express their views on H. R. 3043.

The Illinois ordnance plant was declared surplus to the needs of the War Department on October 26, 1945. Subsequently, on October 10, 1946, certain portions of the plant were withdrawn from surplus for utilization as an ammonium nitrate plant in connection with the War Department fertilizer program. These withdrawn portions include approximately 50 acres of land and 12 buildings for the ammonium nitrate plant, together with some storage buildings and resident houses deemed necessary for its operation. The withdrawn portions do not comprise a single unit but are located in three separate areas of the ordnance plant. It is understood that the War Assets Administration has leased, for a period of 5 years, 1,906 acres to Southern Illinois, Inc., and 160 acres, containing administration buildings and housing, to the Southern Illinois Normal School.

During the period that it is necessary to operate the ammonium nitrate plant, the War Department must, of necessity, oppose relinquishing the area to any other agency. Present plans call for continued use at least until November 1947, with possibility of operation beyond that date. In approving the partial withdrawal of this facility, the War Assets Administration has undertaken to perform the following functions for the War Department:

(a) Maintenance of railroads from carriers switch to the ammonium nitrate plant area, with such daily switching service as the War Department may require.

(b) Maintenance of railroad and switching service, as required, to warehouses II-1-1 and II-1-2 in area II.

(c) Maintenance of roads to the ammonium nitrate plant area from highway entrance.

(d) Maintenance and operation of water-treating plant and water-distribution system to provide minimum of 1,000,000 gallons per day.

(e) Maintenance and operation of sewage system to satisfy sanitary requirements of a maximum of 200 employees within ammonium nitrate plant area.

(f) Maintenance or provision for maintenance of power line in serviceable conditions between power companies terminal and ammonium nitrate plant area.

(g) Maintenance or provision for maintenance of telephone line and service to the ammonium nitrate plant area.

(h) Maintenance and operation of fire station No. 4 on 24-hour basis.

(i) Provision for ingress and egress over roads and railroads for personnel of the War Department, the operating contractor and/or their representatives.

These services are essential to the proper functioning of the War Department portion of the plant, and must be continued until such time as the plant can be released in its entirety to the War Assets Administration.

For the foregoing reasons, the War Department is opposed to the enactment of H. R. 3043 at this time.

The War Department is unable to estimate the fiscal effect of the subject bill.

Inasmuch as the committee has called hearings on this bill, it is submitted without a determination by the Bureau of the Budget as to whether it conforms to the program of the President.

Sincerely yours,

ROBERT P. PATTERSON,
Secretary of War.

(Thereupon, at 11:50 a. m., the subcommittee adjourned subject to call of the chairman.)

TRANSFER OF CERTAIN LANDS IN THE STATE OF ILLINOIS TO THE SECRETARY OF THE INTERIOR

WEDNESDAY, JUNE 4, 1947

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE NO. 8 OF THE COMMITTEE
ON MERCHANT MARINE AND FISHERIES,
Washington, D. C.

The subcommittee met at 10 a. m.. Hon. Raymond H. Burke (chairman) presiding.

Present: Messrs. Burke (chairman), Miller, Tollefson, Brophy, Havenner, and Hart.

Mr. BURKE. The hearing will come to order, please.

This day was set aside in order to hear the opponents of bill H. R. 3043. Mr. Hamilton, I believe, was to be the first witness.

STATEMENT OF CHARLES E. HAMILTON

Mr. HAMILTON. Mr. Chairman, I live at Carbondale, Ill. I was a director of this project during most of its construction. I have lived in Carbondale practically all of my life. I have read this bill. I have read the evidence which has been produced by the proponents. In making a statement I do not want to be too prolific. If I can give the committee some information which would be of value I would be glad to do so and I will try to do it without worrying them.

I want to approach this subject from probably three or four angles. First in reading the testimony Congressman Allen asked what I think is a very vital question, and that is why the Crab Orchard Lake area was created, the history back of it. I would be glad to briefly delineate my own experience and observation.

In southern Illinois the coal development covering the period starting just before World War II grew very rapidly and was the principal industry. In fact it produced a great deal of wealth. At one time in the peak I think there were probably 36,000 to 38,000 or possibly 40,000 men employed in the coal industry and the allied industries which it would support. That produced, of course, a very substantial income. In addition to that the freight on that coal was a very substantial income and made the railroads a profitable customer.

The territory is served by four major railroads, the Illinois Central the original railroad, and after the coal development three other lines built into that territory to reach that coal field. The Burlington system and Missouri-Pacific systems are included there. They still operate through that territory.

At about the time of the late World War and shortly thereafter the coal industry began to wane. The competition became very keen.

The operators began to mechanize the mines in that area in order to meet competition. Prior to that time I would say that the average coal-miner produced anywhere from 5 to 8 or 9 tons a day per man underground. The mines have been mechanized to the point where one man underground is producing now in the neighborhood of 50 tons a day. I have one particular mine in mind where at its peak it was working 1,200 men. Today it is working 200 men and producing just as much coal as with 1,200 men. That mechanization of mines, and I don't think it is over, I anticipate will reach 75 or 80 tons of coal per man in the near future with improvements that are going into effect at this time.

A miner, to mine coal in southern Illinois or anywhere in Illinois, must have a license. He cannot get a license until he has worked by the side of a practical miner for 2 years at the face. With that dwindling down it means none of the young men are going into the industries. So our young men are not going into the coal industries because they would have to work, in a sense, as apprentices. That brought our employment situation in southern Illinois, in about the years 1926 and 1927, to a sad state and it began to dwindle rapidly. At one time I think the production of coal in our area was five to six thousand coal cars a day.

In 1933 it dwindled down to about 800 coal cars a day. The Texas Gas Lines which went up to the northwest took practically all their business. When the export of coal after World War I ceased the West Virginia and Pennsylvania coals went back through the Lakes and further destroyed their markets in the Northwest.

Railroad rates were very high and we missed men in southern Illinois, who were seeking some out, we naturally first thought of the big resource that had made our wealth principally, we sought some way to try to help the coal situation. We thought if we could get better freight rates it would help our competition and help us to hold our waning industry. We made every effort we could. We went before the Commerce Commission and others but we didn't get very far with the project. Then we began to think of a way to get coal out of there cheaper. We went to the State of Illinois and asked the legislature to pass an appropriation to make an engineering survey to put a canal there in the river.

The State of Illinois contributed \$35,000 to make that survey. I have seen the survey when it was submitted to the United States engineers. That river up into the coal fields is a navigable stream and has been because the first coal mine in Illinois was mined in that stream out of the banks at Murphysboro, Ill. The United States engineers reported unfavorably stating that the project was not economically feasible. That is the exact language they used.

When depression came on we still were harder hit. By 1931-32 we had probably 30,000 people in southern Illinois who were on some form of Government relief, State or Federal. There had come into that area in 1928 a group of engineers from one of the big chemical firms, du Pont. They have gone to Murphysboro, Ill., and remained there for some time making an engineering study of the possibilities of entrance into that area. There was an abundance of good labor. There were railroads, schools, churches, everything there needed apparently and they were interested.

While they were at Murphysboro, a dry season that year, the big river ceased to flow entirely. There were rapids there and no water trickling over them. The engineers said "We cannot put a chemical plant or any other kind of a plant there unless you had a water supply." That attracted our attention, of course, as we had thought of it beforehand, but that attracted our attention to the fact that we were compelled to get an abundant supply of water if we were ever going to utilize the other efforts we had made toward industry. We had to find industry to employ this surplus of men, we had made up our minds.

Not necessarily the waning production of coal in tons but the production of man-days for producing that coal was going down so fast we had to find something else for men to do. We began to look around for a way to do that. A group of businessmen, on their own initiative, they were interested, of course, financially and civically, collected a vast mass of information on conditions of that character, went to the Illinois Planning Commission, a commission appointed by the Governor of Illinois and consisted of the representatives of industry and railroads and educational institutions, and I think a representative committee not political in character.

Robert Kingery, of Chicago, at that time was chairman of this commission, an outstanding engineer. He is now planning engineer for Cook's County, Ill. He has had that position for many years. He called together a group of around 40 or 50 men representing industry, representing the educational institutions. Some came from forestries, some from the University of Illinois, many came from the railroads, and a meeting was held in Springfield to discuss the possibly best thing that could be done to help the southern Illinois conditions and probably find something to employ the vast amount of idle labor.

I did not attend the meeting but I read the minutes. I was at that time director of Federal housing in Illinois. They created a committee. They wanted to get the very best possible background, the soundest background from the best sources. That committee consisted of a number of men and was headed by the dean of the college of engineering of the University of Illinois. That committee sent engineers into the Big Muddy Valley, and I might say the Big Muddy Valley is practically, as we think of it, synonymous with the Southern Illinois coal field. There are 2,200 square miles in the Big Muddy Valley. It is almost solidly underlain with coal. It dips from the hills at Crab Orchard north up to Mount Vernon, and it is about seven or eight hundred feet deep at Mount Vernon.

The early development started where the coal was not so deep where it didn't cost so much to get to it. That area was studied, surveys were made, and I tried to get hold of one of those pamphlets. It was not a printed book but it was multigraphed and there were not a great many copies made. I think the University of Illinois has one. I tried to get one yesterday from Soil Conservation. I think they had one but didn't find it. It could be had.

That committee recommended, as I recall it, that the most urgent need for southern Illinois was conservation water. They made a survey of 12 lakes in the Big Muddy Valley which they suggested for future improvement. They went over the area and made a suggestion that the first lake be built in the Crab Orchard Valley. The Crab

Orchard Valley was the biggest tributary of the Big Muddy River. It had 215 square miles of drainage and sat right in the very heart of this mass of unemployed people. They recommended that that be developed first. I do not know who brought the report but the report was brought to somebody in Washington.

The next question—we had to find a Government agency because the Government was then spending millions of dollars on relief for employment. We had to find a Government agency we could get to sponsor it and take it over. It was taken to Resettlement and established as a Resettlement program. I think that was in 1935. I was still in Federal Housing. But shortly thereafter Resettlement went out and it was transferred to the Department of Agriculture. I left Federal Housing in 1937 and became director of the Crab Orchard project. It was already started. Surveys were made. Some of the land was acquired. The position I took was the acquisition of land and the handling of the engineering end of the construction of the program.

WPA labor was plentiful and WPA labor largely was used. Soil Conservation took it over, I think, in June of 1938. It was under Farm Credit Administration when I went in and transferred to the Bureau of Agriculture Economics and from that to Soil Conservation. I presume that was done because that area did not only need water for industry but it needed all the help that it could get from agriculture to build up the top of the ground which we finally had to drift back to to some degree.

I served Soil Conservation for about 3 years. During that time the dam was built, the lake was cleared, the sites of the two lower lakes were cleared, the plan for the two lower lakes were completed and had to be approved by the United States engineers which took some time, and the actual work of construction I think was just about ready to go when I left the project. I do know the economic conditions of southern Illinois, I think. As State director of Federal Housing I served 86 counties consisting of about 3½ million people. Our staff made a survey of every community over 500 people. We knew how they lived, whether it was agriculture, mines, railroads, or what not.

Against that, we set down the economic conditions, relief load. We had to have that information to intelligently determine what we would do with our Federal Housing program. I think I can safely say that in the 3½ million people in all the communities and 86 down-State I do not believe this community wanted a single one of our families out of that area. They had about all they could take care of in those days. I do not think they particularly want them now. To my mind it was never a question of resettling these people. They were native stock largely, although there was a great foreign population brought in during the development of the coal in its earlier development.

Those towns grew from nothing up to 15,000, 16,000, 18,000, and 20,000. All their utilities had to be built during those periods and it was quite a problem to develop a community of that kind. There is in the neighborhood of Crab Orchard Lake, Carbondale has about 15,000, about 3 or 4 miles away, Herrin about 11,000 with the environs, Johnson City, about 8,000, and another 10 miles west Frankfort has about 16,000, and Sigler and Royalton together having about 4,000;

Christopher, 8 or 9 miles north has about 5,000; Benton has about 8,000. Murphysboro over to the west has about 10,000 or 11,000. That is a densely populated population within a short distance.

Mr. BURKE. May I interject?

Your information is giving background for and also some of the things in connection with the Crab Orchard Lake land utilization project, is that right?

Mr. HAMILTON. Yes.

Mr. BURKE. As differentiated from the Illinois ordnance plant which came later?

Mr. HAMILTON. I am talking about the project. Later I will get to that phase of it.

Mr. BROPHY. May I ask one question?

Did Dupont build their plant there?

Mr. HAMILTON. No, sir. We did go back to Dupont, since you have asked the question, before the war we went back to Dupont. We had their engineers on the project but they wanted 100,000,000 gallons of water a day to run over that dam and go down the creek and we did not have it because these dams were not completed.

Mr. BROPHY. I was thinking of the pollution which would be going into the water.

Mr. BURKE. Proceed.

Mr. HAMILTON. I purchased the land as director of purchases for the Illinois ordnance plant—about 12,000 acres. I did not remain on that job longer than sufficient time to get the key points and probably two-thirds of the land under option. Some of it was transferred. I do not know the history of the latter part of it but they outlined what they wanted and we went out and negotiated. The taking of the land in Crab Orchard proper and the Illinois ordnance displaced about 600 families. About 475 separate units, as I remember it, on Crab Orchard—not quite that many families but that many separate units were displaced, and I think about 180 on the Illinois ordnance. The Illinois ordnance lands were not submarginal lands. They were the better farm lands we did not want in the lake project.

The lake project, as I understood it, and as I presented it in the purchasing and in the condemnation suits, was based on three things: One was the reforestation, Forest Service Act in the High Rooted Hills to the south, the submarginal lands in the lake bottom in the surrounding shorelines, and the other lands we had to purchase in there, and conservation water as recommended by the University of Illinois. Among those things my opinion is that the most important in the years to come is the conservation of water. We still have to have something to employ those people. Much of the land was optioned.

Of course there were a number of condemnation proceedings which had to be had. Some we did not agree with. We could option lands only after they were appraised. The only appraisers we could use were appraisers qualified by the Federal land bank. So we did not always agree. We could not help it, no matter what we thought about its value. We were tied to the appraisals of the Federal land bank. Where they did not accept those condemnations resulted. That passed out of my hands and went into the hands of the district attorney.

Of course I did appear occasionally as witness but I had nothing to do with that. There were a number of cases where titles had to be passed that way. That is about the history of development of Crab Orchard as I see it, without being too prolific about the matter.

Mr. BURKE. As I understand it, Mr. Hamilton, the Crab Orchard land utilization project now is in the hands of the Department of Agriculture, is that right?

Mr. HAMILTON. It was in the Department of Agriculture when the War Department asked for a location. There were about 12,000 acres of the first Crab Orchard project available to them and it was transferred to them. Then they bought an additional some 12,000 acres which completed the ordnance project. I do not know what the arrangements were about it. There was a Presidential order which turned over that part of Crab Orchard.

Mr. BURKE. Any member of the committee with any questions to ask Mr. Hamilton?

Mr. BROPHY. Would making this lake a refuge have any tendency to hurt the employment in that particular area?

Mr. HAMILTON. Of course, that is always a matter of personal opinion. My personal opinion is that it would.

Mr. BROPHY. In what way?

Mr. HAMILTON. I am not a sportsman, but my observation is that Wildlife takes this as a refuge. I think the term "refuge" means just what the English language says. If you have refuge you need a place to protect. You have to protect that area against any outside interference of any kind. That means protection for development, geese and other things flying over, and, again, the area which may be needed for agriculture in there, I mean for industry in there, I do not think is determined. I do not believe we have had time enough since the war to go in there and make the best effort. There has been induced into that area industries which employ now, I understand, about 3,300 people. We need 10,000 people in there to take care of that. The unemployment report for April 1947 issued by the director of station at Herrin, which serves five counties with a pretty sizable population—in April he reported 12,200 people unemployed reporting to his office. Of this number 1,300 were women and 10,900 were men. That is this April. Fifty percent of the men were veterans.

So we have an unemployment load now in that area of some 12,000 people in addition to this 3,200 which has been employed by the industry we have gotten in there. My own personal opinion is that it will take some years to develop the thing, and I believe there ought to be left an opportunity without any impediment at all. They may want all the water in that lake, I do not know. If they did we would rather they have it than the geese and the ducks.

In May of 1939 I obtained a written statement from Colonel Harrington that within 30 miles of Crab Orchard Dam there were 27,852 people actually assigned and working on WPA that did not involve the entire relief load.

In August of 1934 the official figures I obtained from Federal Housing showed 52 percent of the entire population of Williamson County was receiving Government help.

Mr. BROPHY. These 12,000 relief people you referred to a moment ago are in that 30-mile radius, also?

Mr. HAMILTON. Yes, all of it; practically the same counties.

Mr. BURKE. Any other questions?

(No response.)

Mr. BURKE. If none, Mr. Hamilton, thank you very much for your information.

(Witness excused.)

STATEMENT OF GREGORY HANKIN

Mr. HANKIN. Mr. Chairman, we have arranged our testimony to avoid duplication. With your permission I thought if I could continue the statement I began making before the committee, it would eliminate duplication of what the witnesses will say and therefore save the committee's time.

Mr. BURKE. We have about an hour yet. If that is agreeable to the committee, I think that can be done.

Is that agreeable, Mr. Keller?

Mr. KELLER. Surely.

Mr. BURKE. Mr. Gregory Hankin.

Mr. HANKIN. We are going to emphasize in our answers here the question asked by Congressman Allen which we think is very significant and goes to the heart of the entire problem.

I should like to quote from the record how that question developed:

Mr. ALLEN. * * * Do you know the history of this particular plan, who framed it, who had the original interest, and how it was brought along to its present state?

Mr. VENABLE. You mean the Crab Orchard Lake area?

Mr. ALLEN. Yes. One thing preliminarily, do you know why a lake was put there in the first place?

Mr. VENABLE. No, sir.

Mr. BISHOP. I can answer that. It was a WPA idea.

Mr. ALLEN. Was there any particular reason or did they just think they would like a lake there?

Mr. DAY. If I might interject, this original development was one of the old resettlement projects where the Resettlement Administration went in and bought up huge areas of this land because it was too poor for people to make a living on. When the Resettlement Administration went out of the picture the Soil Conservation Service moved in. The Soil Conservation Service had certain interests from the beginning, but it was started as a research project.

Mr. HANKIN. This is hardly a complete answer to the question which goes to the heart of the entire proposal. I think that this Committee is entitled to know the facts pertaining to this project, so that it might determine whether it is sound legislative policy to turn the project over to ducks and geese.

The question calls for a discussion of (1) the historical background and the purpose of the project, (2) the selection of the site of the project, (3) the construction of the project, and (4) the uses served by this project to the present time.

(1) HISTORICAL BACKGROUND AND PURPOSE OF THE CRAB ORCHARD LAKE DEVELOPMENT PROJECT

From information I have been able to gather since the last hearing, the following appear to me as some of the outstanding facts:

Between the years 1915 and 1925, the area adjacent to what is now known as Crab Orchard Lake enjoyed a period of great prosperity. The territory was engaged extensively in the mining of coal and employed large numbers of people. The people in southern Illinois,

however, did not foresee that the coal mines would become mechanized to the point of not being able to support the population of this region, and in 1925 this area began to feel the economic depression which reached nationwide proportions in 1929. It will be recalled that as early as 1925, came the forerunners of the 1929 crash, only it was thought that the depression would be limited to agriculture. The Congress took legislative notice of this depression in the Hoke Smith resolution of 1925. By 1930, the great coal fields of southern Illinois had an unemployment of about 25,000, consisting of miners and of workers in allied industries. Something definite had to be done, especially since the area was what one might call a one-industry area, all economic activities being centered about the mining of coal.

It was first thought that the depression in southern Illinois was due to unfair freight rates on coal shipped to the Great Lakes. There ensued proceedings before the Interstate Commerce Commission. The proceedings before the Commission, however, did not result in the lowering of freight rates, and the people began to cast about for other ideas. It was suggested that perhaps a solution lay in the transportation of coal by water. Surveys were made, and the idea was rejected as being impractical.

In the meantime a study of the entire subject was made by the Department of Labor. This study indicated that the freight rates constituted only one of the minor difficulties, that in addition to the unemployment which existed generally all over the country, the immediate and paramount cause of unemployment in southern Illinois was the use of coal-mining machinery, and it appeared that the unemployment would increase with the increasing use of such machinery.

But a question arose whether the population should not be resettled. The miners and other workers in this area were practically all of native stock. A large proportion of them owned their homes, lived among their friends and relatives and could not be "resettled" or induced to hunt for homes elsewhere. Permanent employment had to be provided for them in their own home country.

There were many favorable conditions to help bring this about: Orchards were suitable for high hills; pasturage could be established for an average of 8 months in the year, making it an ideal dairy country; river bottoms could be utilized for corn, and hill farms for high-class winter wheat. An endless supply of bituminous coal was available for a vast industry. The area was located within a short distance of the population center of the United States. The climate was neither too hot nor too cold, and the people were well educated and grown up to believe in and to want to work, and specially fitted for industry along many lines of manufacture. All these things taken together offered an opportunity for the development of agriculture and for attracting industry.

It was up to this community to attract manufacturing plants and thus provide employment for the people of southern Illinois.

There was just one thing lacking for the accomplishment of this purpose and that was "an abundance of good, clean water" to be used for industrial and municipal purposes. Without this all of the features above mentioned suitable for development of industry amounted to nothing. With it, there was little, if any, limit to what could be accomplished for generations to come.

This was the substance of the report of the engineering survey and this constituted the origin, necessity, reason, and justification for the Crab Orchard Lake project.

(2) SELECTION OF THE PROJECT SITES

After this survey was made, it was taken up by the engineering department of the University of Illinois. The conclusions drawn were accepted by that department as being the indisputable solution of this all-important problem for southern Illinois. The university engineers studied the water resources of the region. Several plans were considered.

It appeared that Crab Orchard Creek was made up of strong creeks coming in from the south, from the range of the Big Hills which run across southern Illinois east and west, draining the territory lying between this range of the Big Hills on the south and the parallel range of small hills on the north made by glaciers. Another creek considered was the Kinkaid. The area drained by either of these creeks justified their consideration as sources of supply for large reservoirs. But some important engineering facts favored the former. Crab Orchard Creek drained 78 square miles. This showed that Crab Orchard would furnish $2\frac{3}{4}$ times as much water as the Kinkaid. This fact gave first consideration to Crab Orchard for the first development. Then, too, economic factors were taken into account. Northern Williamson and southern Franklin counties were the center of unemployment in southern Illinois.

Bearing in mind that the most vital object to the establishment and maintenance of permanent employment in southern Illinois was "an abundance of good water," the engineers had no choice but to locate the main dam on Crab Orchard Creek, as best suited for the purpose. Before finally deciding on this point, they studied the two main creeks flowing into Crab Orchard and decided that two additional dams would be required—one on Big Grassy and the other on Little Grassy—to prevent erosion and to maintain a constant water level in the big lake to be formed in the extensive Crab Orchard bottom. The survey showed that the proper site for the big dam was to be exactly where the present dam is now located. This was the birthplace of Crab Orchard Lake, which was commonly referred to as "the baby" of the University of Illinois.

(3) CONSTRUCTION OF THE PROJECT

For the purpose of constructing this project, it was necessary to acquire land and to clear what was going to be the lake area. The acquisition of over 30,000 acres of land, needed for the building of Crab Orchard Lake, for controlling the drainage area of the two upper lakes and for a sufficient border around Crab Orchard Lake itself, was attended with comparatively little difficulty. Most of the land acquired was hill land but, naturally, in constructing a lake of some $8\frac{1}{2}$ miles long and in some places 5 miles wide, it was also necessary to acquire some of the Crab Orchard Creek bottom land. The hill land was worn out, partly deserted and on a great part of its taxes had not been paid for some 10 or 15 years. The owners of this land readily agreed to sell at the appraisals made by the Government ap-

praisers. Before title could pass to the United States back taxes had to be paid and were paid by the Government in the amount of \$150,000. Even the good land was yielded by the farmers at the appraised value. Only about 20 of them went to court, and the jury awarded them the appraised value. As was to be expected, there were a few who did get sore and caused all the delay they could by court proceedings.

It is a common human failing, whenever a work of such magnitude is undertaken, for some people—true to the tradition of Cassandra—to foretell dire results or, if they can think of nothing disastrous, to resort to ridicule. Some said the money would be spent, but the lake would never be built; others said that the lake would be nothing but a mosquito nest and would make life around it unbearable; still others figured out that the water would stand 15 feet deep in the streets of Caterville; on the other hand, others boasted that when the dam was finished and the lake filled, they would wade across it with their boots on. A newspaper commented editorially that this lake was going to be a “frog pond,” and the editor persisted in that belief until he caught a 3-pound bass in the lake and then changed his tune to the statement that “the future of southern Illinois would be built around Crab Orchard Lake.”

The delays in getting the land bought and paid for, were utilized in clearing the timber and brush on the 7,500 acres to be covered by Crab Orchard Lake and the 3,400 acres covered by the two upper lakes. Then came the construction of the Crab Orchard Dam which was a momentous undertaking and, from an engineering standpoint, a job excellently performed.

I should like to put in a tabulation showing taxes paid on those parcels of land, Mr. Chairman. On most of those lands, taxes were in arrears from 10 to 20 years and therefore a very conservative estimate would be that the Government paid back to Williamson County \$150,000 in the acquisition of this land.

Mr. BROPHY. I cannot see any necessity for putting that report in there. Just put the total in.

Mr. HANKIN. The total would be perfectly satisfactory. The total is \$150,000.

This is merely evidence of the facts.

Mr. BROPHY. It can be kept in the file.

Mr. HANKIN. Very well. In my statement on May 21 I said that the Soil Conservation Service spent a total of \$3,794,624 of WPA funds. WPA funds were made available for the purchase of the land and for the construction work. The Soil Conservation Service to whom the project was transferred by Executive Order 7908 dated June 9, 1938, to be administered under the Bankhead-Jones Farm Tenant Act, expended \$3,794,624 of WPA funds, as I stated. In addition, WPA handled three projects directly—one costing \$105,329; another costing \$244,999, and a third costing \$2,000,271. This made a total cost of \$6,125,223.

As will appear presently, because of the war the project is yet to be completed. At any rate, the construction of this project accomplished its initial purpose of providing employment to many thousands of persons during depression years. But the long-range purposes were yet to be served.

(4) USES SERVED BY THE PROJECT TO THE PRESENT TIME

Since its transfer to the Soil Conservation, the project has served three uses:

(a) The first use is that of a soil-conservation project. In this respect the Department of Agriculture has done a splendid job, considering that for approximately half of the period of the Department's administration of the project, its work was interrupted by the war, and some 10,000 acres of the project lands were transferred to the War Department for purposes of national defense.

From information furnished by the Department of Agriculture, I can report that the present status of the development is as follows:

The dam creating the Crab Orchard Lake and the lake itself are completed. The Little Grassy Dam is approximately 80 percent complete, and the Devil's Kitchen Dam is about 40 percent complete, the work having been interrupted because of the war. Because of the interruptions, some additional work will have to be done in re-clearing the lake basins. It is estimated that it will cost \$237,200 to complete Little Grassy Lake; \$584,400 to complete Devil's Kitchen Lake, and \$107,800 to correct certain design and material conditions on Crab Orchard Lake to make it permanently safe.

These were questions asked by Mr. Allen at the last hearing. Apart from the 10,222 acres transferred to the War Department the Soil Conservation Service has utilized the remaining 21,306 acres in the following manner:

	<i>Acres</i>		<i>Acres</i>
Grazing	1,918	Recreation land.....	1,970
Hay	70	Water	5,672
Cultivation and orchard.....	382	Wildlife	105
Forestry	10,715	Roads, wasteland, etc.....	474

Project lands suitable for grazing and hay production are being developed. This involves clearing brush, seedbed preparation, liming, seeding; also fencing, furnishing stock water facilities and pastures. The work of this type is approximately 30 percent complete.

A large part of the project lands 4,989 acres are in natural timber. These will produce annually 250 board feet per acre plus one-quarter cord of props, poles and miscellaneous wood from thinnings. On the stump, at the present prices, this is worth about \$3 per acre annually.

Up to the end of 1946 a total of 3,653 acres had been planted and 3,552 acres are still to be planted. The planted trees will start producing pulpwood after the twentieth year when thinnings can be made and continued through the fortieth year, after which saw logs can be cut. In the meantime, poles and pilings can be harvested. The estimated production annually per acre for different periods and the annual value per acre may be tabulated as follows:

Age	Thinnings	Logs (board feet)	Annual value per acre
10 to 20 years.....	Post and props.....		\$1.00
20 to 40 years.....	1 cord.....		2.00
40 to 60 years.....	½ cord.....	200	4.50
After 60 years.....	do.....	300	6.50

These figures are for standing trees, i. e., the prices which the Government would receive for the timber. The return to the local people who would harvest the timber and to industries that would process it would be much greater. Pine stumpage is estimated at about six times as much more.

The recreational facilities developed and now in use include a bathhouse and bathing beach, parking areas, boathouse, and landings and picnic areas. The recreational facilities on Crab Orchard Lake are approximately 80 percent complete.

Although a formal plan of water use and management has not been prepared, the original general project objectives have been kept in mind. It is considered that industrial use of the water in all three lakes has high priority, and that Little Grassy and Devil's Kitchen Lakes are to supplement the water supply of Crab Orchard Lake, if needed for industrial purposes.

Some of the nearby towns may also be furnished water for city use. The volume of water used for this purpose will not be great. The city of Carbondale now has permission to use water from Crab Orchard Lake, but the volume withdrawn to date is practically nil.

It is expected that an equitable charge will be made for water used for industrial or city purposes. The charge for city use would probably be around 2 cents per 1,000 gallons. Just what the charge for industrial use would be is not yet determined but it might well be the same as for city use. The total revenue from the sale of water would depend entirely upon the volume used. This, of course, will depend upon future industrial developments requiring water from the project.

In addition to the major types of development mentioned above, much has been done on other types of work such as roads, bridges, telephone lines, fencing, stock water facilities, fire guards, timber stand improvement, etc.

Between the years 1940 through 1946, an average of 25 farmers have taken advantage of the grazing, cropping and hay lands. Approximately 600,000 persons per year have taken advantage of the recreational facilities. During the same years the Soil Conservation Service collected a revenue of \$40,702, of which 25 percent has been turned over to the county under the provisions of the Bankhead-Jones Farm Tenant Act, for road and school purposes.

Mr. BROPHY. What were they paying for grazing?

Mr. HANKIN. I have the material here.

Mr. BROPHY. Roughly. Haven't you any idea? You used it as your text. You must have made a study of it.

Mr. HANKIN. I have a statement here from the Department of Agriculture giving me a report of how much they got for each type of use. Since they have quite a large tabulation I would much rather read it from their report than give it from memory.

Mr. BROPHY. All right.

Mr. BURKE. Mr. Hankin, you are not from the district, are you?

Mr. HANKIN. I am not from the district.

Mr. BURKE. How did you happen to get into this picture, and by whom are you employed?

Mr. HANKIN. By Southern Illinois, Inc., as I stated at the last hearing. I have gathered all of this information together with exhibits which I shall introduce as written evidence so that the entire evidence will be presented in both written and oral forms.

Mr. BURKE. Who is Southern Illinois, Inc.? What sort of organization is that?

Mr. HANKIN. It is an association of the chambers of commerce at Herrin, Ill.

May I defer for a moment the answer to your question?

Mr. BROPHY. I have made a note of it. I will ask it again.

Mr. HANKIN. This gives you a picture of the basic use of the project as such. Crab Orchard Lake has become the strongest invitation for other things to come. For 20 years the veterans of our wars had pleaded for a veterans' hospital in that region. The cities and towns in southern Illinois, southern Indiana, western Kentucky, and south-east Missouri contested for the location of a veterans' hospital. The hospital for that region was finally located on high ground west of Marion on the east end of and overlooking Crab Orchard Lake. Every piece of property in Marion doubled in value. The people came to understand the meaning of Crab Orchard Lake to southern Illinois. This was the beginning of the justification of the long-range purposes which this project was to serve.

(c) Will Crab Orchard Lake justify itself? It has already more than justified itself. It was destined to be subjected to the highest use to which a project of this character can be put; namely, to play a part in the defense of the Nation. The Illinois ordnance plant was established here for the manufacture of munitions of war. The President by Executive Order 9121 transferred 10,222 acres of this project to the War Department; about 12,000 additional acres were acquired by the War Department from private owners.

(Executive Order 9121 referred to above follows:)

EXECUTIVE ORDER 9121—TRANSFER OF JURISDICTION OVER CERTAIN LANDS FROM THE SECRETARY OF AGRICULTURE TO THE SECRETARY OF WAR

ILLINOIS

Whereas certain lands in the State of Illinois within the hereinafter-described area have been acquired, or are in process of acquisition, under the authority of title II of the National Industrial Recovery Act, approved June 16, 1933 (48 Stat. 200), the Emergency Relief Appropriation Act of 1935, approved April 8, 1935 (49 Stat. 115), and title III of the Bankhead-Jones Farm Tenant Act approved July 22, 1937 (50 Stat. 522, 525), in connection with the Crab Orchard land-utilization project of the Department of Agriculture; and

Whereas, by Executive Order No. 7908, dated June 9, 1938, all the right, title, and interest of the United States in those lands acquired, or in process of acquisition, under the authority of the aforesaid National Industrial Recovery Act and the Emergency Relief Appropriation Act of 1935 were transferred to the Secretary of Agriculture for use, administration, and disposition in accordance with the provisions of title III of the aforesaid Bankhead-Jones Farm Tenant Act and the related provisions of title IV thereof; and immediately upon the acquisition of legal title to those lands now in the process of acquisition under the authority of said acts, said order, under the terms thereof, will become applicable to all the additional right, title, and interest thereby acquired by the United States; and

Whereas it appears that the use of such lands by the War Department for national-defense purposes would best carry out the land-conservation and land-utilization program for which such lands were acquired and would be in the public interest:

Now, therefore, by virtue of and pursuant to the authority vested in me by section 32 of title III of the said Bankhead-Jones Farm Tenant Act and upon recommendation of the Secretary of Agriculture, it is ordered that all lands within the hereinafter-described area acquired, or in process of acquisition, by the United States, together with the improvements thereon, be, and they are hereby, transferred from the Secretary of Agriculture to the Secretary of War for national defense purposes: *Provided, however,* That the Secretary of Agriculture

ture shall retain such jurisdiction over the lands now in process of acquisition by the United States as may be necessary to enable him to complete their acquisition.

WILLIAMSON COUNTY, ILL.

Beginning at a point on the south right-of-way line of State Bond Issue Route 13, where said south right-of-way line intersects the west line of the SW $\frac{1}{4}$ of sec. 14, T. 9 S., R. 1 E., third principal meridian, said point being near the northwest corner of said SW $\frac{1}{2}$; thence in a general easterly direction along the south right-of-way line of said highway to a point where the said south right-of-way line intersects the west railroad right-of-way line of the Chicago, Burlington & Quincy Railroad; thence in a general southeasterly direction along the said west railroad right-of-way line to where the said west railroad right-of-way line intersects the east section line of sec. 27, T. 9 S., R. 2 E., third principal meridian; thence south along the east section line of said sec. 27 to the southeast corner of the NE $\frac{1}{4}$ of said sec. 27; thence east along the half section line of sec. 26, T. 9 S., R. 2 E., third principal meridian, to a point where the west railroad right-of-way line of the Chicago, Burlington & Quincy Railroad intersects the half section line of said sec. 26; thence in a general southeasterly direction along the said west railroad right-of-way line to a point where the said west railroad right-of-way line intersects the east line of the SW $\frac{1}{4}$ SW $\frac{1}{4}$ of said sec. 26; thence south along the quarter section line through sec. 26 and sec. 35 to the southeast corner of the N $\frac{1}{2}$ NW $\frac{1}{4}$ SW $\frac{1}{4}$ of said sec. 35; thence west to the southwest corner of the N $\frac{1}{2}$ NW $\frac{1}{4}$ SW $\frac{1}{4}$ of said sec. 35; thence south along the east section line of sec. 34, T. 9 S., R. 2 E., third principal meridian, to the southeast corner of said sec. 34; thence south along the east section lines of sec. 3 and sec. 10, T. 10 S., R. 1 E., third principal meridian, to the southeast corner of said sec. 10; thence west along the south section lines of sec. 10, sec. 9, sec. 8, and sec. 7, T. 10 S., R. 2 E., third principal meridian, to the southwest corner of said sec. 7; thence west along the south section lines of sec. 12, sec. 11, and sec. 10, T. 10 S., R. 1 E., third principal meridian, to the southwest corner of said sec. 10; thence north along the west section lines of sec. 10 and sec. 3, T. 10 S., R. 1 E., third principal meridian, to the northwest corner of said sec. 3; thence north along the west section lines of sec. 34 and sec. 27, T. 9 S., R. 1 E., third principal meridian, to the northwest corner of said sec. 27; thence east along the north section line of said sec. 27 to the northeast corner of said sec. 27; thence north along the west section lines of sec. 23 and sec. 14 to a point on the south right-of-way line of the State Bond Issue Route 13 where said south right-of-way line intersects the west line of the SW $\frac{1}{4}$ of said sec. 14, being the point of beginning.

FRANKLIN D. ROOSEVELT.

THE WHITE HOUSE, April 1, 1942.

(F. R. Doc. 42-2945; filed, April 2, 1942, 3:07 p. m.)

I would like to introduce a list of the lands acquired by the War Department as the number of acres and taxes on those lands.

A letter written by Mr. Sturm, the chairman of the Williamson County Agriculture Conservation Commission, reads as follows:

According to the records of this office, 178 farms, consisting of 10,773 acres of farm lands, were bought by the War Department and, of this, 8,496 acres were classified as cropland. The other 2,278 acres were used as homestead sites, feed lots and wood lots. The productivity of this cropland ranged from 84 to 112 percent.

Mr. BURKE. May I interject, Mr. Hankin?

Do you consider that if these lands were transferred to the Department of the Interior, the Department of the Interior would not continue development of business and commercial uses such as you are proposing?

Mr. HANKIN. What we are going to point out to this committee is this: That any use which the Department of the Interior may make of this land, other than to be used for wildlife, would be an incidental use. What we need here is a primary use of the land for agriculture and industry.

Mr. BURKE. All right.

Mr. HART. The land all belongs to the Government, does it not?

Mr. HANKIN. Yes.

Mr. HART. You mean the Government should operate farms in that section?

Mr. HANKIN. No, I do not mean that at all, Mr. Congressman. We are going to lay our foundation for the proposition that land which is suitable for agriculture should be returned to agriculture.

Mr. HART. To private ownership?

Mr. HANKIN. Yes.

Mr. HART. I hope you have more success than most other communities in that respect.

Mr. HANKIN. I hope we will with the help of this committee.

Mr. BURKE. Is this land underlain by coal?

Mr. HANKIN. I understand that it is not.

Mr. HART. This bill provides that land should be turned over to the Interior Department and that that Department should sell such lands as may be properly utilized for the development of agriculture, industrial, and related purposes.

How does that differ from what you have in mind if title still remains in the Agriculture and War Departments?

Mr. HANKIN. The difference is this: This is a blanket authority to the Department of Agriculture to dispose of such lands as they may not want for agricultural or industrial purposes without any direction, and has already been indicated in the statement made by the proponents of the measure from the Department of the Interior that the entire purpose of disposing of the land would be to get some money for the preservation of ducks and geese. What we need there is a positive program of industrial development.

Mr. HART. Do you have such a program under present ownership?

Mr. HANKIN. We do not have, but we have come much nearer to it than what would be accomplished by turning this project over to Wildlife.

Mr. HART. How would you come much closer?

Mr. HANKIN. Very naturally, if the primary object is to develop an area for industrial purposes, that is where the emphasis will lie. If, as Mr. Day has testified——

Mr. HART. Have you any agreement as to the primary purpose?

Mr. HANKIN. I do not see any evidence of any primary purpose for developing an industrial area. That is not the function of Wildlife.

Mr. HART. What indication have you that the present department which has control of the property sees eye to eye with you?

Mr. HANKIN. First of all I should like, with your permission, to finish my statement and then you will see that the problem resolves itself rather simply.

First of all, I do not know that this Illinois ordnance plant should be turned loose at all at the present time. We have not yet heard from the War Department whether perhaps that should not remain as a stand-by plant in view of the present chaotic conditions throughout the world. However, if the land is to be turned over our proposition is very simple. That land which is suitable for farming should be turned into farming in accordance with a statement made by Congressman Bishop, as he pointed out very clearly when the War Department

acquired the land. It was then acquired with the general understanding it would be returned to the former owners.

Mr. HART. Many other places were obtained with that understanding on which the War Department has welched.

I have no confidence in any understandings with the War Department with respect to the return of properties to the local communities where they produce taxes to the local communities. They are not interested in that at all.

Mr. HANKIN. Yes, but Congress has the highest power to dispose of Government lands.

Mr. HART. Congress has had that power and has refused to exercise it repeatedly over the decades that have gone by.

Go ahead. I do not want to interrupt your trend of thought.

Mr. HANKIN. A call was sent out for 10,000 workers to build the plant. Trainloads of building material arrived; 10,000 men went to work; equipment for the various plants began coming in—electric equipment, power lines, water-supply lines, great tanks for water supply, a regular waterworks system, and a sewage plant of the latest and best type for the whole system of works. I am informed that the cost of the Illinois ordnance plant, including the 12,000 acres of land, was approximately \$38,000,000, about one-half of which may be estimated as wages.

The great plant was completed, and the making of shells on a huge scale was quickly under way. This work required and used from 5,000 to 8,000 men and women from the beginning to the end of the war. Every neighborhood for miles around contributed to the national war effort, and the wages paid to the war workers from 1941 to 1945 amounted to some \$35,000,000 to \$40,000,000.

The Illinois ordnance plant served as proof positive that many millions spent in building this project could be used in the establishment of industry not only for war but also for permanent peace. The plant is but an illustration of the possibilities that lie ahead in the utilization of the project for the broad purposes for which it had been originally intended.

This is the project which Wildlife seeks to acquire for ducks and geese. Its methods in attempting to acquire this plaything, costing now over \$44,000,000, may be characterized as high pressure coupled with opportunism.

The bill under consideration is not the first attempt of Wildlife to acquire the Crab Orchard Lake development project. Wildlife has been seeking to acquire the project from the time the lake dam was constructed. I am informed that the same Dr. Salyer, who, it was testified, participated in the meeting of June 25, 1946, sought to obtain the project as a wildlife refuge some 8 years ago; that when other means failed he came to the Congressman from the Twenty-fifth District of Illinois and informed him that he was going to take over the project because that was what the President wanted. The Congressman offered to call up the President and verify Dr. Salyer's statement, but the latter immediately backed out of his position.

Mr. HANKIN. I have here a statement made by Mr. Hamilton, a statement made under oath, in which he relates how Dr. Salyer came to the former Congressman from the Twenty-fifth District of Illinois and the conversation which took place. It is really interesting.

Mr. HART. It may be interesting but is it pertinent?

MR. HANKIN. It is important to show what methods these people used in trying to obtain this project. I should like to have that included in the record.

MR. HART. I object to that going into the record, Mr. Chairman.

MR. BROPHY. He testified and stated all he wanted to.

MR. HART. I see no value in that.

MR. BURKE. We will keep your statement and you may file it with the committee if you wish.

MR. HANKIN. All right.

MR. HAVENNER. Why is this statement made by a third party? Is the Congressman to whom you refer alive?

MR. HANKIN. The Congressman is here and Mr. Hamilton is here.

MR. BURKE. They will be speaking here for themselves?

MR. HANKIN. Yes.

MR. HAVENNER. Why should someone else make a statement as to a conversation made by a third party?

MR. HANKIN. He was present and right there.

MR. HART. What has that to do with the merit of the question here? We do not care what Dr. Salyer said to some former Congressman. What has that to do with it? Is this a meritorious project or not? Dr. Salyer's opinion or the former Congressman's opinion may not shed light on that.

MR. HANKIN. It is true. We are trying to point out that here is a project costing—

MR. HART. Which some other department of the Government wanted to get control of, which is nothing unusual and which is happening all the time in Washington.

MR. HANKIN. I know, but here is a \$44,000,000 project which a department is seeking to acquire as a refuge for deduction and geese.

MR. HART. The question before us is whether it should be acquired for that purpose and not what Dr. Salyer said to be 10 years ago.

MR. HANKIN. Yes.

Then the war came. On April 1, 1942, the President issued Executive Order 9121 transferring 10,222 acres of the project land to the War Department "for national defense purposes." The transfer having been made for a limited purpose, it was understood, of course, that upon the termination of the war, the land would go back to the Department of Agriculture. But that, as will be seen presently, has not yet happened.

As has been stated, the War Department acquired by purchase an additional 12,000 acres from farmers living in that locality. Congressman Bishop correctly pointed out that the general understanding was that upon termination of the war the land would be returned to the original owners. This also has not yet happened.

I have a statement from Mr. Houston, district supervisor of surplus property disposal, giving a list of all the parcels of land taken by the War Department. I should like to leave that with the committee.

MR. BROPHY. Is that not the same list you had before which you said were taxes collected?

MR. HANKIN. That showed the taxes. This shows the original acreage and surplus acreage by names of the people who are the original owners.

MR. BROPHY. I move that just be held in the file of the committee.

MR. HANKIN. Yes, that is the reason for it.

Why the delay? The answer is that with the passage of the Surplus Property Act complications arose, and Wildlife seized upon the opportunity afforded to take advantage of the complications. As a Governmental agency, Wildlife has a priority to purchase the 12,000 acres. It took advantage of this priority, thus preventing the resale of the land to the former owners. It obtained what is called an option to purchase this land (excluding some 3,000 acres of industrial land) from the War Assets Administration for \$213,000.

It is interesting to note that, while Mr. Day in answer to Mr. Coles stated that Wildlife could not acquire the project under its general powers, because that would cost about \$500,000, which funds are not available, he did not say a single word about the fact that Wildlife has exercised its priority under the Surplus Property Act to purchase about one-fifth of the area for \$213,000.

Mr. BURKE. We have two persons from southern Illinois here, Mr. Hankin, whom I know would like to speak. The committee will have to adjourn not later than 5 minutes to 12. There are some men from the War Assets Committee here, also. We would like to hear from them, also. If you will bring that to a close at least temporarily we will have another hearing on this.

Mr. HANKIN. Could we continue this tomorrow, Mr. Chairman?

Mr. BURKE. No, I have another committee meeting. I will schedule another meeting on this probably on June 18. Some other people would like to get into this hearing right now.

Mr. HANKIN. I will be very glad to interrupt my statement.

Mr. BURKE. I would appreciate it very much.

Mr. BROPHY. Before he leaves can we get the information from him I asked before with regard to what they get for pasture land rental per acre?

Mr. HANKIN. Yes. I have a letter here from the head of the Soil Conservation Service.

Mr. HAVENNER. I understood the witness to say the Wildlife Service already had acquired a portion of this property by purchase. Is that right?

Mr. HANKIN. No, sir. I was coming to the final disposition of it. They have exercised their priority to purchase about one-quarter of this area. However, it appeared from the developments that while holding on to that part of the land by its priority and preventing anybody else from getting this land, they are asking this committee to transfer it by act of Congress, so that they would not have to pay for it.

In other words, they are in effect coming before the committee and saying "This is an accomplished fact. We have already established a wildlife reserve."

Mr. BURKE. Thank you very much. I am sorry to interrupt you, but we must proceed with these other speakers.

Mr. HANKIN. All right.

STATEMENT OF KENT E. KELLER

Mr. KELLER. I want to state that since my exit from Congress I have kept away from any matters which might be charged to me as playing politics, which is an easy charge in my area of southern Illinois.

I have just one interest in this and no more, and that is not a personal interest. I have a financial interest for the people of that section.

The facts are these, and I think to get away from the present discussion I ought to read to you a telegram and letter that are here with me now.

Here is a night letter to Franklin D. Roosevelt, Hyde Park, N. Y., signed by Kent E. Keller, dated June 28, 1941 :

May I not ask that you withhold approval of the bag-loading plant for the Carbondale-Crab Orchard region, now presumably on its way to you, until you have considered Dr. Harriet Elliott's letter to you on that subject? The Illinois Emergency Relief Commission in its May bulletin shows 31,835 unemployed in 5 coal counties alone. The severe reduction in WPA work on July 1 will greatly increase our hardships. I have kept these unemployment facts before our preparedness authorities now constantly for several months. I find great difficulty in understanding why nothing has been done, or why only a grossly inadequate proposal is now offered. A shell-loading plant is available. Its location in southern Illinois would give us a chance to reestablish decent living conditions there, and its location there would save millions of dollars now being expended by Government to prevent starvation. No other section of the United States is in such crying need of work. A shell-loading plant in southern Illinois would require no redistribution of population for we have ample labor and they have housing. There would thus be no postpreparedness hang-over of newly or rapidly concentrated people. I see little future for southern Illinois unless work commensurate with the need is found for its shattered population. A shell-loading plant would give that work. A bag-loading plant would only scratch the surface. Except as we get work commensurate with the need the Government's vast relief expenditures will have to continue.

We were fighting for a plant which would be worth while. Our first choice was a powder plant because we have an abundance of beautiful water for it. Its situation at the end of the coal fields would give it greater efficiency. It had developed into something else, as you see, but it was to accomplish the same purpose.

Mr. BROPHY. When Mr. Hankin talked a moment ago he stated there was not abundance of water, that the DuPont plant would not consider it because of lack of water.

Mr. KELLER. This lake did not exist then.

Mr. BROPHY. I see.

Mr. KELLER. They would not have gone away if they had that. That is the thing which impressed us most. There was an excellent chamber of commerce in Murphyboro at that time and they went after these things. I am not making a speech but I am saying that I know of no other spot in the United States, and I have been in every State in the Union, I know of no other spot which has such a remarkable array of natural resources as southern Illinois. We have had the great misfortune of having one put under our nose, and that is coal mining. We have suffered because nothing else has been done.

Here is a letter dated 2 days before to which I was referring. Dr. Harriet Elliott is one of the leading women in the country in education and social lines. She was at that time assistant associate administrator. She was born in Carbondale and grew up there largely but she went away and became famous in other States.

MY DEAR MR. PRESIDENT: The Crab Orchard Lake region of southern Illinois has been under discussion as a defense-plant site. I know this area, which has been so long depressed through unemployment. There are available some 25,000 workers, a very large proportion of whom are now dependent almost entirely upon relief.

For some time the Crab Orchard region has been considered as a location for a smokeless powder plant. The Army officers believe that this site is unsuited from an operative standpoint for such a plant and suggests in lieu thereof a bag-loading plant which would employ about 2,500 workers, most women. This would not meet the economic and social needs of that region.

Upon inquiry, I learned officially from Mr. Donald M. Nelson, Chairman of the Plant Site Committee, that there is a sizable shell-loading plant yet to be located which will employ from 6,000 to 8,000 men. This would go a long way toward remedying the great unemployment problem in southern Illinois. Mr. Nelson further informs me that:

"The amount of land required for a shell-loading plant is in the neighborhood of 15,000 acres. This must be level. The only other special requirements are nearness to sources of supply of raw materials and to possible users of the finished product. Because the shipping problem is a substantial one, adequate railroad service is also important."

Competent engineers assure me that the level land required is available on the south side along the east end of Crab Orchard Lake. Of this amount the Crab Orchard project itself already owns approximately one-half of the amount, and the price of the remainder of the land to be purchased would be less than \$50 an acre. There are four class-1 railroad lines immediately available and the sources of raw material are entirely convenient to those lines.

Socially the advantage of the shell-loading plant is palpable. Economically Government is spending more than \$20,000,000 annually to prevent dire need in this southern Illinois region. The shell-loading plant would reduce this outlay many millions from the very beginning, and would largely tend to wipe it out because prior to the tragedy of 1929-31 southern Illinois had always taken care of its own poor and unfortunates without outside help. A shell-loading plant will tend to make the area again self-supporting.

I am sending this letter to you because I remember so well your original instructions to the defense commissioners that they try to make recommendations for plant locations on the basis of disintegration of defense industries and at the same time to meet the social needs of the areas. I do not know whether you have taken an active part in the location of plants but if you have I believe that you will want the information which I have given above.

Sincerely yours,

HARRIET ELLIOTT,
Associate Administrator,
Office of Price Administration and Civilian Supply,
Washington, D. C.

That letter was sent to former President Roosevelt, under date of June 26, 1941.

This is purely a question of whether we should throw away \$20,000,000 of Government money or turn around and use enough of that so that we could give a basis for industry there in southern Illinois. I do not think of anything else yet. That is all I am interested in.

We have built that lake; we did not build it for ducks and geese. If you were to get it for ducks and geese I think they would have chased you off with a shotgun. I do not want to feel about the matter, but when I remember the conditions of the people in that country—that is my country—I cannot help feeling deeply about it. It is a question of whether we should provide a way for the out, getting out of that condition, and that has been provided. It has not been wasted. The hospitals were put there only because the lake was there. I never heard of Wildlife building a lake. It will use the lake but it will not spend money to build it.

Are there any questions, gentlemen? It will not interrupt me at all.

MR. BROPHY. Did the people around Carbondale, other than through taxes, contribute anything toward the building of that Crab Orchard Lake?

MR. KELLER. The Government of the United States did it, sir.

MR. BROPHY. That is what I thought.

MR. KELLER. And nobody else. That was a question of building something to permit us to have permanent industry or to go on the other way. It is a great misfortune to have just one industry, gentle-

men, as it gives you no out except the people who are especially available for coal mining. When that went down it took that away from us.

The conditions at the present time are these: That project has paid out. We built the hospital because the lake was there and for no other reason. We certainly put the Illinois ordnance plant there. That employed from five to eight thousand people during the entire war. We started it before because we knew what was coming. I happened to be in Sweden studying cooperatives while I was a Member of Congress here. When the war first was declared I was sent home to be here to look after things as best I could. We looked around and found this thing to do. I went after it as soon as this ordnance plant was opened. Of course, I went after it and got it and put it there on the banks of Crab Orchard Lake. That could not have been there if it had not been for the lake.

During that period alone the statement was made to me by those who have paid attention to it that out of that have been paid as much as \$60,000,000 in wages over that whole area of 30 or 40 miles across. It has put us back where we can kind of look up again and where we see something coming. We did not stop; we have gone on.

I want to say there has been one organization there which has been useful among all others. I am not a party of it and never joined it. I kept away because some people say, "Politics." I am sorry now that I did not.

Mr. HART. You seem to have terrific aversion to politics, Mr. Keller.

Mr. KELLER. Down in southern Illinois, if you are on the other side, there are a lot of fellows on either side that have that feeling. I do not like to indulge in it myself. I have kept out because I am trying to do something worth while and do it permanently and do it outside of the party politics.

It is said that as a result of the ordnance plant coming there, there have been paid out as much as \$60,000,000 in wages scattered out over that country. Certainly, we are getting out so we can buy shotguns and have some idea of what we want to do to play, but we have a lot more idea of the necessity there. It is to get work here. Are we doing it? We are. This Southern Illinois, Inc., is doing that. It is doing a splendid work. They have this unfortunate thing to report to you: Mr. O. W. Lyerla is the president of that and has been the moving spirit in it. He had a heart condition last April, a year ago, and from that time on he has of necessity been slowed down very greatly. If he had not been, I would not be here. He would be here in my place or this thing would not have happened at all.

Mr. BURKE. Do you feel that if the Department of the Interior had managed this they would not continue these business propositions?

Mr. KELLER. What is that?

Mr. BURKE. Do you feel they would not continue this?

Mr. KELLER. Let me suggest something to you: Whose judgment would you take of a business, the men who have built it up from the start or somebody who finds the business and says, "We will take it over"?

Mr. BROPHY. That is a matter of opinion.

Mr. KELLER. Certainly.

Mr. BROPHY. Many times people who built up a plant to employ 50 or 60 was taken over by another management and it grew to immense sizes.

Mr. KELLER. They do it by bringing in money and not having it given to them.

Mr. BROPHY. Sometimes bringing in brains and not money.

Mr. KELLER. You are overlooking the statement made here a moment ago. Since the war stopped we have already given jobs to three thousand-odd-hundred people there in new industries, totally new, which never have been there alone. If you let us alone, the men that are doing it, we will put to work every man and woman in southern Illinois in due course.

The other morning I was eating breakfast in Carbondale. Sitting next to me was a well-known man, a capitalist, very wealthy and conservative man. He had just been away for some time and turned around and said, "What is this talk about wildlife?" I did not answer him. I pulled out a copy of the bill 3043 and said, "Read it yourself."

He read it and said, "That is wrong. Give the fellows 10 more years to develop that. Then if nothing is done it would be a different thing. Then you would be justified in giving it to somebody else but not before." That is true.

Mr. BROPHY. Can you tell me what the rent per acre for pasture land is down there?

Mr. HANKIN. I have the tabulation here. May I answer it?

Mr. BROPHY. Per acre.

Mr. HANKIN. It can be calculated.

Mr. BROPHY. While you are sitting there will you calculate it so we can get it per acre?

Mr. HANKIN. Yes. Revenue gotten from grazing land for 1946 was \$951. I stated the amount of acreage devoted to grazing was 1900. In other words, that would amount to 50 cents per acre.

Mr. BROPHY. Cheap grazing land, isn't it.

Mr. HANKIN. Yes.

Mr. BROPHY. You want it to stay there at that price for the development of industry.

Mr. KELLER. No. What are we going to do with that land? The important point is to get work for people there who are out of work. If I am stressing that too much, I do not know how I can do it because you come down there and take note of the fact that even the war just over a short time, though the people have money there because they worked for it, you find out we still have 10 or 11 thousand people out of work. Half of them are returned veterans. If that is taken over by some other department who has had no experience in building it, has not contributed one penny or one thought to it, you will simply break up the work which is being done. We would have had more intelligent work done if Mr. Lyerla could have been there. After he was stricken I went home to gather up the facts I thought I should present to this committee. Of course, those things have made it very unfortunate because it takes time to get some of those things done.

I have here a telegram saying:

MAY 20, 1947.

Southern Illinois, Inc. passed a resolution in protest to Bishop bill relative to disposition of Crab Orchard project. You have unsigned copy of said resolution; signed copy follows by mail.

SOUTHERN ILLINOIS, INC.,
By O. W. LYERLA,
President of the Board.

The resolution is as follows:

At a regular meeting of the board of directors of Southern Illinois, Inc., held at Herrin, Ill., May 20, 1947 the following was duly enacted: Moved by Winton E. Walkup and seconded by M. J. Bozarth.

That Southern Illinois, Inc., is opposed to House Resolution No. 3043 now pending in the lower House of Congress or any other bill or resolution seeking to authorize Wildlife Service in any manner or extent to control, direct, or otherwise exercise influence over Crab Orchard Lake or the lands of the Crab Orchard project, the same lying and being principally in Williamson County with small extensions into Jackson and Union Counties, Ill.

And we insist on the immediate return to the Department of Agriculture all of that part of Crab Orchard Lake and lands of Crab Orchard project, which was loaned to the War Department for the purpose of defense in World War II, the transfer of which was made by Presidential order.

After, free full discussion, the motion was put by President Oscar Schafale, and carried unanimously and so recorded.

Mr. BROPHY. Do the farmers have any representation in Southern Illinois, Inc.?

Mr. KELLER. They have, certainly.

Mr. BROPHY. Would the gentleman who made the motion be the representative of the farmers' group down there?

Mr. KELLER. I do not think he would.

Mr. BROPHY. Do you know for sure?

Mr. KELLER. I know what his business is. He is with the Illinois Central Railroad. But he lives in Carbondale.

Mr. BROPHY. Does he do any farming; is he a gentleman farmer?

Mr. KELLER. I think he is.

Mr. BROPHY. That is all I wanted to know.

Mr. KELLER. They are intelligent. We all know farming down there. I do not work on the farm any more but I know about it as much as any man except a man especially trained for that.

Most of the land you are talking about, grazing land, was submarginal land we took over and it is not worth more than 50 cents as it is at the present time. But, remember, this thing stopped when the war started. We had a nice lay-out plan.

Mr. BROPHY. The grazing part did not stop, did it?

Mr. KELLER. I guess it did to a certain extent. In other words, we have not a large number of men to look after. We paid out—I think you heard—something like \$100,000 and \$150,000 of back taxes on that land.

Through recent experimentation through an experimental station, I understand from the management there that through working several years on it, they have worked out a plan of working in certain minerals into the land and I am told that that land will produce as much beef per acre as the best prairie land. Those things do not grow up in a day; they grow up slowly. They have been there about 7 or 8 years, the Dixon Springs. You will get results from that in the next year or two. The farmers will take it up. But I think the difficulty comes here:

Here is the third most populous section of Illinois; Chicago first; East St. Louis next, and this section around the lake is third. There is no question about that at all. It has been worked carefully by the best scientists in the country and we know all about that.

Another question is coming up. Just north of this lake is a class-3 aviation port, airport. Mr. Fred Valentine could not come here because he is out under order of the board buying the land to extend

that so as to make it a real class-3 airport. That will serve that whole section. But you will find out what happens when you have to go—there never has been a good flight there at all, let me say that. Just a few may wander over and no more. That is one of the best aviation points in the whole United States. There is no fog there because, for some reason, when the clouds come up from the north they leave the fog somewhere else and do not bring it across those hills in that section. That is true; our records there show that we have within 3 days as good aviation flight days as they have at San Antonio, Tex. I am not guessing at that; that has been kept carefully.

We will show here the points to which I referred.

Would you like to hear the letter?

MR. BURKE. You have just 10 minutes, more, Mr. Keller.

MR. KELLER. I would like to hear Mr. Trammell.

MR. BURKE. We have another hearing on June 18, if that is agreeable to the committee.

MR. BROPHY. If that is the case the other gentlemen may not get his whole story in. Better to get one and get it complete.

MR. KELLER. I hate to bring a farmer up here who knows the farming down there and the 10,163 acres which really have been set apart as unneeded land by the Government and on which the wildlife has taken and is holding off on it and has not paid off a dollar.

I would like Mr. Trammel to come up here. You can ask him the question. He is not used to having questions shot at him, perhaps, but he will tell you the truth about it.

MR. BROPHY. One more question. You said there was a class-3 airport and you said there was a man buying land or getting an option on land to make it a first-class airport.

MR. KELLER. You cannot take land and establish an airport if you need three times as much.

MR. BROPHY. If it is developed it will be class-3?

MR. KELLER. No. I am not guessing at this. It is a partnership between the Government, State and county, Williamson County. They voted \$25,000 as its part to it. There are two other airfields there; one in the east, which is the oldest of all, and one at Carbondale, 3 or 4 miles from the lake. Nobody wants the wildlife there because—well, I will leave it.

MR. HART. Do you think the air plans will be in conflict with the ducks and geese?

MR. KELLER. Yes. I know one place where they are trying to get an airport where there is nice level land, but it is too near to the flight of ducks and geese and it is being held up on that account. They are trying to make shields of airplanes as proof against ducks and geese because of the accidents. You would not want to fly through a lot of ducks and geese.

MR. HART. If I were a duck, I would not want to fly through a lot of airplanes.

MR. KELLER. Right, but I am more interested in a man than a duck. I am sure you are, also.

STATEMENT OF HUGH TRAMMELL, FARM BUREAU, WILLIAMSON COUNTY, ILL.

Mr. TRAMMELL. Gentlemen, I represent the Farm Bureau. The question of grazing came up and it seems to be an unsatisfactorily settled matter to me.

Illinois has bought several thousand acres of submarginal land and marginal land down at Dixon Springs. I do not know whether you have heard of it or not. They bought it to see what could be done with it. There are about 15,000,000 acres in southern Illinois, southern Indiana, Kentucky, Missouri of this type. It does not pay to farm it. It is adjacent to the Shawnee Forest. So they go down there in a scientific way and they have proven this land will pay as high as \$30 an acre for grazing, not plowing. This is on record. They do not do that every year.

Mr. BROPHY. May I interrupt? You do not know of any more investments where they can get probably 6,000 percent profit on the investment.

Mr. TRAMMELL. You seem to doubt by statement. I wish you would get some literature from the Dixon Springs. I have not told all the story, though, but this costs around less than \$10 an acre. You add enough phosphorus to balance this; perhaps it will need some potash, and then you are off. Clover paves the way for alfalfa. A new plant has come in there—if you are interested in agriculture, you know about it—ladino clover. It is akin to the white clover. That has a running habit and it is preferred by all livestock. They think it is wonderful. Alfalfa has been the climax in the hay family, but this ladino offers a rival, if not a winner for that type of land. The seeds are \$2 a pound, but 2 pounds are sowed per acre. Come down to Illinois and get interested.

To get back to the land in question, this ordnance is about 10,000 acres which ought to go back to agriculture. We, the farmers of Williamson county, think it belongs back there. The farmers who sowed it and the farmers whose land was condemned and who were forced out think it ought to come back.

There are two types of this soil, as I know it. I have been in Williamson county all my life. I have farmed there all my life. We have some land that is very similar to this Dixon Springs project. The bottom land or gray silt is general farming. It grows corn, wheat, oats, and so forth.

Last week I was out to see Mr. Fossey. He was mowing alfalfa just over the land from this area in question. I think it is a conservative estimate it will make about 2 tons of alfalfa per acre.

Mr. BROPHY. How many crops a year on that alfalfa, three or four?

Mr. TRAMMELL. Three is a sure bet; sometimes four. If you do not take the fourth crop it produces a good pasture.

Mr. BURKE. Mr. Trammell, would the farmers be willing to pay the Government back the same price per acre that they got for the land?

Mr. TRAMMELL. I could not tell you that. When it was taken over, when it was voluntarily sold, I think they might. Of course, the land has grown up some and the buildings removed. I could not tell you about that.

Oh, I was telling you about the alfalfa. This yellow silt will grow fruit, but the bottom land, the gray land, is generally farming. The best crop we grow is our boys and girls and the 4-H movement is sweeping Illinois and all the West and the Nation and we are proud of our 4-H youngsters. As time goes on, and some already are, they will be ready for homes. This area will provide 150 good little farms, at least 125 homesteads. Williamson County seriously needs more food. In fact, we hear food is on everybody's ear.

On the other hand, I have taken a few wild-geese chases. We know the habits of geese, domestic and wild. They do not know any lines. He has an enormous appetite. A 25-mile flight is nothing for a hungry goose to go if he can find a greener pasture. A goose can bite any kind of vegetable, grass, wheat, closer to the ground than anything I know of, unless it is a cutworm. A cutworm does go down under.

From observation more than experience around the rendezvous of the goose I will say she gets out, plays havoc with the neighbor's wheat.

Mr. TOLLEFSON. Are you trying to make the point that if this land in this project is turned back to the farmers they can make it as productive as the land you mentioned?

Mr. TRAMMELL. It is the same type of soil. Why not?

Mr. TOLLEFSON. I want the record to show the point you are trying to make.

Mr. TRAMMELL. That is the point.

Mr. TOLLEFSON. This land they can sell for 50 cents an acre for grazing can be made profitable. Is that it?

Mr. TRAMMELL. Most of it is general farming. The grazing-part of it compares very favorably with the Dixon Springs, the same type of soil and it could be made to produce. Something was said about 50 cents an acre for grazing land. I think out West the Federal price per acre is 7, 8, or 10 cents. It used to be that. I am talking about a man on the farm. That is leased out by the thousands of acres. This will be fenced in in small farms, around 100 or 80 acres; it will be looked after.

Mr. TOLLEFSON. Is it your thought that if this land involved in this bill is turned over to the Interior Department, the farm land will not go back to the farmers? Is that it?

Mr. TRAMMELL. I did not quite get you.

Mr. TOLLEFSON. As I gathered your point, you feel that if the farmers were given an opportunity to get this farm land back they could make it more productive?

Mr. TRAMMELL. Sure, I do.

Mr. TOLLEFSON. Do you think they will not be able to get it back if the Fish and Wildlife Service of the Interior Department gets the property?

Mr. TRAMMELL. They fear that if Wildlife gets it, I do not know where they got the information—it may be misinformation we got—that they are going to encourage the wild ducks and geese. I hear more about that than anything else.

The varminits, the fox, they are getting quite prevalent in that part of the country and do a lot of damage. The weasel is a very blood-thirsty animal. He gets out and is not satisfied with killing 1 chicken but he will kill 25 or 30. He just takes the blood and leaves the flesh. The fox wants meat.

Mr. TOLLEFSON. You think the Fish and Wildlife taking over this area will encourage the gross of those varmints?

Mr. TRAMMELL. It seems to me if that is taken over by Wildlife the destruction done by these animals will be to the degree of the success of the Wildlife project. Maybe they can encourage a flight of geese. A goose is not as simple as we sometimes see a goose. They know when they are respected and they will get tame. They use the lake for a rendezvous, and 25 miles is not too distant for 100 geese to go and they will go that distance to eat. Corn and wheat is their food.

Mr. BURKE. Any further questions by the committee?

Mr. KELLER. I would like to read a resolution from the Farm Bureau.

Mr. BURKE. Very well.

Mr. KELLER (reading) :

The Williamson County Farm Bureau, representing more than 700 organized farmers of Williamson County, opposes the establishment of the wildlife refuge of the area now composed of the Illinois ordnance plant.

The Williamson County Farm Bureau fully recognizes the need for job opportunities and favors the use of the Illinois Ordnance Plant area that has and will establish factories, thus creating opportunities for jobs. The Farm Bureau expresses its cooperation with other agencies working in this direction.

The position that the Williamson County Farm Bureau has taken on establishment of a wildlife refuge is based upon careful and thoughtful consideration for the general welfare of the people of Williamson County. It is an established fact that Williamson County has and will suffer untold damage by the loss of this productive land and its established homes that was originally brought into this project.

It was generally understood that this agriculture land at the cessation of the operation of the Illinois ordnance plant would be turned back for the production of food, the creation of natural wealth, and to assume its share in forming its part of a tax base for the maintenance of good schools, roads, and good government.

The Farm Bureau believes that it is to the best interest of Williamson and surrounding counties that this approximate 10,000 acres be sold back to agriculture so that it may again take its place in agriculture and will furnish a place for the establishment of families, so that GI's and other families interested in improved agriculture may have farms, and real creative wealth developed here in the county and adjoining counties and furnish a consumers' market for the creative labor of other people of this and adjoining counties.

Some of the best soil types of land that is found in Williamson County lay in this area and with the great need for the production of food to feed the starving millions of the world, it is foolish and utter contempt to think of establishing an area for the feeding of game and wild birds. It is an established fact of good authority that this area will only furnish food for birds for only a limited period of time; if this contemplated wildlife project is approved, farmers will not be able to raise alfalfa or small grains for a considerable distance around this perimeter of the lake. This means that the farmers will suffer loss and will have to shoulder a burden which is not right or just. This refuge will furnish habitation for foxes, skunks, wolves, and other pests which will increase by many fold the damage that is being done by similar animals of the wildlife refuge upon the following points:

(1) It does not give opportunity for the restoration of property which the previous landowners have a legal right to exercise.

(2) It will throw a burden upon the taxpayers of Williamson County by preventing the establishment of this approximate 10,000 acres from a base tax. The Federal Government does not pay taxes. This refuge will have to be maintained by taxes.

(3) Williamson County has the largest number of GI's wanting to take their place in society in a constructive way. This will prevent the establishment of homes for those who are interested in agriculture.

(4) It prevents the use of soil types from their most proper and productive means of natural wealth.

(5) There are other areas better suited from soil type, land utilization, social, and economical factors for wildlife refuge use.

(6) It will throw a burden upon the surrounding farms near the lake for untold thousands of dollars' damage each year from the destruction of crops by the feeding of these wild ducks and geese upon cultivated and planted fields.

(7) Will furnish breeding and hiding places for predatory animals which will roam and feed upon the poultry and livestock of the farmers.

(8) It is in direct conflict with the industrialization program which is planned and in the making of this area. One of the most important phases is the class-III Williamson County airport site which is within 2 miles of this area and on which \$1,000,000 of Federal and State funds is contemplated being spent in the next few years.

HUGH TRAMMELL,
Chairman of Resolution Committee.

Mr. TRAMMELL. The roads that have been built around this land would enhance the value some. Of course, it has grown up. That part has gone back a little but that can be remedied. The buildings are gone. So I would think it would bring as much money as it cost.

Mr. BURKE. Thank you very much, gentlemen, for your statements. There will be another hearing on this bill June 18 for both proponents and opponents.

I would like to ask the committee this: I have reports here, one from Secretary Patterson, War Department; one from Secretary Anderson, and one from the Department of the Interior.

Would you like those incorporated in the minutes? These are illuminating reports, I might say.

Mr. BROPHY. I think they ought to go into the record, but I think they ought to go into the record at the end of the other testimony of the proponents and opponents and then get the Federal Government's reports in.

Mr. BURKE. You mean at the end of the other hearing?

Mr. BROPHY. Yes.

Mr. BURKE. All right.

(The report referred to appears on pp. 40-45.)

Mr. BROPHY. Let us not build any opposition or any ideas for the proponents of the bill; let them tell it as they see it in the area.

Mr. BURKE. All right. If that is agreeable to the committee, we will do it that way.

The hearing is adjourned until June 5.

(Whereupon, at 12:10 p. m., the hearing was recessed to reconvene on June 5, 1947.)

TRANSFER OF CERTAIN LANDS IN THE STATE OF ILLINOIS TO THE SECRETARY OF THE INTERIOR

THURSDAY, JUNE 5, 1947

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE NO. 8 OF THE COMMITTEE ON
MERCHANT MARINE AND FISHERIES,
Washington, D. C.

The subcommittee met at 11 o'clock a. m., Hon. Raymond H. Burke (chairman) presiding.

Present: Messrs. Burke (chairman) and Allen.

Mr. BURKE. We will resume the hearing on H. R. 3043.

Mr. HANKIN. Mr. Chairman, I would like to furnish a further statement for the record.

Mr. BURKE. Very well.

FURTHER STATEMENT OF GREGORY HANKIN

Mr. HANKIN. Mr. Chairman, at yesterday's hearing on H. R. 3043 I did not have the opportunity to complete my statement and I should like to have leave of the committee to insert the remainder of my statement, without reading it, into the record, on this bill. I am handing it to the reporter.

Mr. BURKE. Very well.

Mr. HANKIN. It is said that this option is to expire on July 1, 1947. In my humble judgment, the option has long expired. At the behest of Wildlife, Congressman Bishop on January 27, 1947, introduced H. R. 1397, "A bill to authorize the transfer to the Department of the Interior of certain lands in Illinois acquired by the War Department." The lands in question relate to the 12,000 acres, excepting approximately 3,000 acres classified by War Assets as industrial or institutional lands. The bill seeks to have the land transferred to Wildlife "without a transfer of funds."

In exercising its priority under the Surplus Property Act, Wildlife did not intend to purchase but only to hold onto the land and prevent the prior owners from exercising their priority, on the chance that H. R. 1397 might be enacted into law.

However, although H. R. 1397 was introduced some months before H. R. 3043, it has not been pressed to a hearing before the Committee on Public Works to which it was referred, obviously because this land is of no use to Wildlife, unless it can also acquire the remainder of the Crab Orchard Lake project. Wildlife, in the meantime, sought to acquire the 10,222 acres transferred from Agriculture to the War Department for purposes of national defense.

Executive Order 9121, like many others involving transfers of land to the War Department for purposes of national defense, contained no express language requiring that upon termination of the war the land should revert to the Department of Agriculture.

On February 23, 1945, the President issued Executive Order 9526 which recited by certain Executive and public-land orders more than 13 million acres of public lands had been reserved for military purposes and that it had been the intention, as expressed in most but not all of the orders, that after the termination of the emergency, the public lands should be returned to the jurisdiction, uses, and administration which existed prior to the withdrawal and reservation of such lands for purposes incident to the prosecution of the war. It then required that the lands thus transferred be returned to the various departments or agencies of the Federal Government. The order enumerated the large number of Executive and public-land orders to which it was to apply. Order No. 9121, however, is conspicuous by its absence from this enumeration. I am informed that Fish and Wildlife opposed the inclusion of this order.

Apart from Order 9526, however, the Department of Agriculture took the position that Executive Order 9121 gave the War Department only a temporary permit for a limited purpose, and that the land should be returned to Agriculture by the War Assets Administration. At first, War Assets agreed with Agriculture, but later took the position that Order No. 9121 gave the War Department full title and that War Assets could not transfer the land to Agriculture without the latter paying for it. Naturally, Agriculture was not going to yield to such an unfair proposition. The land was taken from Agriculture without compensation, but it is required to pay compensation in order to get it back. As soon as Agriculture and War Assets came to this impasse, the Fish and Wildlife Service took advantage of the situation by having Congressman Bishop introduce H. R. 3043, now under consideration, which seeks to transfer to Fish and Wildlife not only the 12,000 acres purchased by the War Department, including the industrial and institutional lands, not only the 10,222 acres taken from Agriculture without compensation but also all the other lands constituting the Crab Orchard Lake project. The cupidity of Wildlife apparently knows no bounds.

The tactics employed to promote this measure are indeed remarkable. In order to quiet any opposition to this bill, the proponents have spread the notion in southern Illinois that the transfer of the land is an accomplished fact and that, therefore, opposition would be of no avail. So thoroughly was this accomplished that there was indeed little opposition, until some people woke up to the fact that the transfer is not an accomplished fact. Now the opposition is growing by leaps and bounds, as people realize this situation.

Then Wildlife entered into an arrangement with War Assets whereby, pending the disposition of this entire question, Fish and Wildlife would lease the land or operate under a permit.

This was intended to accomplish two purposes: (a) To demonstrate to the people in southern Illinois that the transfer is an accomplished fact; (b) to attract ducks and geese to the place, and thus demonstrate to this committee that the establishment of a wildlife preserve is an accomplished fact.

The proponents now come before this committee with all sorts of promises as to what might be done with the lands, building up a picture which is not provided for in the bill. They emphasize the great advantages to the area which would come through the introduction of a great recreational industry painted in lurid colors by Mr. Gentry and Mr. Venable. But the picture was entirely shattered by Mr. Day, under questioning by Congressman Allen, with the statement that recreation is only an incident, that Wildlife is not in the recreation business.

A great deal has been said by the proponents of the measure that the industrial development of southern Illinois would not be in conflict with their program. The bill, unlike H. R. 1397, seeks to transfer to the Department of the Interior all the land acquired by the United States in connection with the Crab Orchard Creek project and the Illinois ordnance plant. It does not exclude authority to the Secretary of the Interior to classify the land and to dispose of it for the development of agricultural, industrial, and related purposes. Thus the judgment of the Secretary of Agriculture as to agriculture and the judgment of the Secretary of Commerce as to industry are subordinated to the judgment of the Secretary of the Interior. This is odd, especially since the sale of any land for industrial or agricultural purposes, like the use of the land for recreational purposes, is merely incidental to the main purpose of the bill. Wildlife will be interested in the sale of the industrial land only to the extent of obtaining funds for its own purposes. They are not and cannot be interested in the sale of the land for industrial purposes with the view of developing industry in southern Illinois. The woof and warp of the bill is to turn this valuable project over to ducks and geese.

This leads us to another most significant question asked by Congressman Allen:

Do you know the financial implications of the bill, what expense would be involved that is not now involved, particularly to the Federal Government?

The Congressman wanted an answer to this question from both within and without the Department of the Interior.

He got no answer from without the Department. Mr. Day made it appear that the project would be carried on with the revenues derived from the sale of stamps, between \$20,000 and \$25,000 per year.

It appeared that two of the dams needed completion and that all of the dams required repair. Mr. Day hoped to obtain some money from the sale of some of the industrial property and use it for this purpose. He did not know how much would be required. At any rate, his attitude was that in case the money was not available he was quite willing for the project to go along as it is now—

with the two uncompleted dams that were started and have not been finished and are continuing to erode away and destroy the investment that has already been started there.

In other words, the question asked by Congressman Allen was not answered from within the Department either.

If the revenues derived from the sale of stamps are sufficient to support a project of this character, a question indeed arises. Why does not the Fish and Wildlife Service carry all of its projects with the sale of stamps? Why was it necessary for Fish and Wildlife to

ask for appropriations amounting to \$10,338,000 for 1 year? Why was it necessary for the House Appropriations Committee to allow almost \$7,000,000 to the Fish and Wildlife Service? If, as the Department of Interior says, the reduction in appropriations will be "a blow to the conservation interests of the country" and that "such cuts will be disastrous," it cannot at the same time maintain that it can carry on a wildlife project of 45,000 acres for \$20,000 to \$25,000. If the latter is true, there is a serious question whether Fish and Wildlife needs any appropriations.

The real answer to Congressman Allen's question lies in an estimate of (1) what has already been spent on this project; (2) what has to be spent in order to complete it; and (3) what are the administrative and maintenance costs of a project of this character, less the estimated revenues from the sale of stamps.

(1) The amount spent on this project by the Soil Conservation Service and WPA totaled \$6,125,223. The War Department spent about \$38,000,000 on the Illinois ordnance plant. It may be assumed that a great part of the improvements have become obsolete. But this cannot be said about the land, sewer system, water system, power lines, roads, and some of the buildings. Resolving doubts in favor of Wildlife, it may be assumed that 75 percent of the cost may be written off for obsolescence. This would still leave an investment of \$9,500,000 which, together with the cost of the Crab Orchard project, amounts to \$15,625,000.

(2) The Department of Agriculture estimates that the completion of the dams and repairs will cost \$929,400. This does not include completion of the recreational facilities. The total cost of the investment can therefore be estimated at \$16,500,000.

I asked Mr. Day how many ducks and geese he expects to have at this preserve, if this bill is enacted. His answer was that he did not know. We must therefore speculate.

On page 276 of the annual report of the Department of the Interior for 1946, it appears that the continental population of the migratory game birds in January 1946 was approximately 80,000,000. On page 281 of the report it appears that the acreage devoted to migratory waterfowl is 3,213,658 and the acreage devoted to other migratory birds and general wildlife is 3,870,156, making a total of 7,083,814 acres. It may be assumed that these birds do not inhabit the additional 2,800,000 acres in the continental United States used as wildlife refuges. In other words, the migratory bird population in the United States may be estimated at about 11 birds per acre of refuge. On the 45,000 acres of the Crab Orchard project, Wildlife would have approximately 500,000 migratory birds, and the investment per bird would be about \$33. These ducks and geese would indeed be very expensive birds to start with.

(3) The cost of administration and maintenance can also be estimated. But the facts are in the possession of the Fish and Wildlife Service, and should be furnished by it.

But if there are as many as 500,000 birds in this project, Congressman Allen's question is only partially answered. He wanted to know all the costs, particularly to the Federal Government. Obviously, there will be costs to others as well.

Mr. Day himself pointed out, page 37, that the birds at Horseshoe Lake near Cairo, Ill., cause crop damage. What will be the result

if 500,000 birds are attracted to this place from Horseshoe Lake, from the Mingo Refuge in Missouri and from other places in Tennessee and Kentucky? Will these birds respect the property rights of the farmers, or will that mean that in addition to their causing damage to crops elsewhere they will cause damage around Crab Orchard Lake? The loss to the farmers is an expense of the wildlife project.

In addition, as I have already indicated, the birds will constitute a hazard to aviation. It must be borne in mind that if the project of the Wildlife Service will attract few birds, say 50,000, the proposal is much too costly from the standpoint of the initial investment—it would be about \$330 per bird; if, on the other hand, birds are attracted in great numbers, say 500,000, the hazard to aviation is increased and greater loss will result to aircraft and people using them.

At no point in their testimony has there been any suggestion on the part of the proponents of this bill that the farmers and others who might suffer damage on account of this wildlife preserve be indemnified for the losses which may be sustained by them. The sportsmen did not offer to save the people harmless on account of any loss sustained by them.

Toward the end of the last session, the chairman in effect asked what is the suggestion of the opponents of the bill with regard to the disposition of the lands in question. Our position is very simple:

First: It should be definitely ascertained whether the Illinois ordnance plant should really be disposed of as surplus property, or whether it should be kept as a standby plant. On this the advice of the War Department should be obtained.

Second: If the ordnance plant is to be disposed of then it is important that the Government keep faith with those who gave up their land in a national emergency. The War Department took the land with the understanding that they would get it back after the emergency. The former owners of the land should, therefore, be given priority to reacquire these lands. Of course, in view of the improvements put on the land, such land as is most suitable for industrial purposes should be sold as industrial plants, the remainder should be returned to farming.

The land taken from the Department of Agriculture, without compensation or transfer of funds, should be returned to the Department without requiring it to pay for it.

These 10,222 acres and the remainder of the Crab Orchard Lake development project should be devoted to the purpose for which it had been acquired by the Department of Agriculture.

The Department has a duty to perform. It cannot divest itself of its obligation, either because a sister department wants the land or because of any other reason which would constitute a breach of faith with the people of southern Illinois.

At an appropriate time, after our testimony is in, I shall present our request for amendments to this bill, which I hope will be acceptable to Congressman Bishop and to this committee.

I should also like to introduce into the record a letter written by Mr. Dee Small, vocational agricultural instructor to the Williamson County Farm Bureau, concerning the nature of the farm land taken by the War Department.

(The document above referred to is as follows:)

MARION, ILL., May 28, 1947.

WILLIAMSON COUNTY FARM BUREAU,

Marion, Ill.

GENTLEMEN: Regarding the 10,163 acres of land bought by the War Department for defense and now under priority to the Wildlife Service, I consider it among the best farm land in the county. This land lays well, has an excellent location as to market, located on and near a well improved highway and the land is fully capable of producing a substantial crop each year.

Much of this land has been in a good state of fertility and would furnish farm homes for over one hundred farm families. The farmers of this county are in desperate need for this type of land to farm and a place for farmers to build homes.

This land is adaptable to many different types of farming. The topography of the land is such that an intensive type of farming such as vegetable gardening, poultry raising, orcharding, and other types of farming could be carried on. Most of this land if it was available could be placed into profitable agricultural uses.

Results of experiments carried on at Dixon Springs on similar soil show conclusively that this land after receiving proper treatment yields a substantial profitable income.

Williamson County can ill afford to lose the above tract of land for agricultural purposes.

Yours very truly,

DEE SMALL,
Vocational-Agricultural Instructor,
Former Farm Adviser of Williamson County, 1926-41.

Mr. HANKIN. By reference, without the actual typing I should like to insert into the record H. R. 1397, which was introduced by Congressman Bishop and referred to the Committee on Public Works. We think this bill should be considered together with 3043.

I should also like to insert into the record a copy of Executive Order No. 9526 which should be considered together with Executive Order No. 9121 which was inserted into the record yesterday.

Mr. BURKE. Very well.

(H. R. 1397 and Executive Order No. 9526 are as follows:)

[H. R. 1397, 80th Cong., 1st sess.]

A BILL To authorize the transfer to the Department of the Interior of certain lands in Illinois acquired by the War Department

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the War Assets Administrator or the disposal agency to which such property has been assigned for disposition is authorized to transfer to the Department of the Interior for administration and use by the Fish and Wildlife Service in connection with the conservation of wildlife and related purposes all those tracts of land, together with improvements thereon, acquired by the War Department in Williamson County, Illinois, and designated as the Illinois Ordnance Plant, excepting, however, approximately three thousand acres of land classified by the War Assets Administrator as industrial or institutional lands, without a transfer of funds.

EXECUTIVE ORDER 9526 AS IT APPEARED IN THE FEDERAL REGISTER
FOR FRIDAY, MARCH 2, 1945

Amending Certain Executive and Public Land Orders Withdrawing Public Lands for Purposes Incident to the National Emergency and the Prosecution of the War.

Whereas by certain Executive and Public Land orders more than 13,000,000 acres of public lands have been withdrawn and reserved for the use of the military and other branches of the Federal Government for purposes incident to the various phases of the national emergency and the prosecution of the war; and

Whereas immediately prior to the issuance of such orders various Executive departments and independent agencies of the Federal Government had primary jurisdiction over, interests in, needs and uses for, or administration of, certain portions of such public lands; and

Whereas because of the findings of necessity for the emergency use of such lands, the jurisdiction over, interests in, needs and uses for, and administration of those lands by such departments and agencies were subordinated to such emergency use; and

Whereas it is and has been the intention, as expressed in most of the orders, that after the termination of the emergency, the public lands should be returned to the jurisdiction, uses, and administration which existed prior to the withdrawal and reservation of such lands for purposes incident to the national emergency and the prosecution of the war; and

Whereas it is appropriate that, in future determinations of the public purposes for which such lands shall be used, reserved, or administered after the emergency, those departments and agencies of the Federal Government which had prior jurisdiction over, interests in, or administration of such lands should have restored to them such jurisdiction over, interests in, or administration of the lands as existed prior to the withdrawal and reservation of the lands for purposes incident to the national emergency and the prosecution of the war:

Now, therefore, by virtue of the authority vested in me as the President of the United States as set forth in the orders hereinafter enumerated, it is ordered as follows:

The Executive orders and Public Land orders hereinafter enumerated, withdrawing and reserving public lands for uses incident to the national emergency and the prosecution of the war, are hereby amended by adding to each of the said orders the following paragraph:

"The jurisdiction granted by this order shall cease at the expiration of the six months' period following the termination of the unlimited national emergency declared by Proclamation No. 2487 of May 27, 1941 (55 Stat. 1647). Thereupon, jurisdiction over the lands hereby reserved shall be vested in the Department of the Interior, and any other department or agency of the Federal Government according to their respective interests then of record. The lands, however, shall remain withdrawn from appropriation as herein provided until otherwise ordered."

Executive Order Numbers: 8101, 8102, 8305, 8325, 8343, 8450, 8507, 8508, 8577, 8578, 8579, 8636, 8651, 8652, 8725, 8755, 8788, 8789, 8792, 8793, 8794, 8830, 8831, 8847, 8865, 8872, 8874, 8877, 8884, 8892, 8915, 8923, 8927, 8932, 8954, 8957, 8992, 8999, 9000, 9014, 9019, 9020, 9026, 9029, 9042, 9053, 9081, 9086, 9104, 9107, 9109, 9114, 9143, 9215.

Public Land Order Numbers: 1, 3, 4, 6, 7, 9, 10, 11, 13, 15, 16, 18, 21, 22, 24, 25, 26, 27, 28, 31, 33, 34, 35, 37, 39, 40, 43, 44, 50, 51, 55, 56, 57, 58, 59, 60, 62, 63, 64, 66, 72, 74, 75, 76, 80, 81, 83, 85, 87, 88, 89, 90, 93, 94, 97, 98, 105, 106, 110.

Any provision in any of the orders hereinabove enumerated which is in conflict with this order is hereby superseded to the extent of such conflict: Provided, however, That any provision for the earlier return of jurisdiction over the public lands in any of said orders shall remain operative.

FRANKLIN D. ROOSEVELT.

THE WHITE HOUSE,

February 23, 1945.

(F. R. Doc. 45-3314; Filed, Mar. 1, 1945; 11:17 a. m.)

MR. HANKIN. Also a petition signed by a large number of farmers in Williamson County, addressed to the Secretary of the Interior, asking him to ask the Wildlife Service to withdraw from the position on H. R. 3043.

(The petition above referred to is as follows:)

We, the farmers of Williamson County, Illinois, members of the Williamson County Farmers Bureau, producers of food, raiment, and shelter, make this statement and appeal:

MARION, ILL., *May 24, 1947.*

HON. JULIUS A. KRUG,

Secretary of Interior, Washington, D. C.

DEAR MR. SECRETARY: Williamson County has no swamp lands and most all of its overflow land was converted into Crab Orchard Lake.

The 10,163 acres of land bought by the War Department for defense, and now under priority to the Wildlife Service is among the best farmland in Williamson

County. The land is capable of producing 50 bushels of corn per acre or its equivalent in other crops annually. It will again furnish at least 125 farm homes for farm families, which are badly needed at this time, and will add half million dollars to the wealth of the county each year. It will again pay taxes of at least \$7,100.38 to the county and its schools, as it did before.

The farmers who sold that land to the Government for defense purposes, believed that they would be permitted to buy it back at the close of the war, and there was no law against that human hope and expectation, at the time it was purchased or taken by force.

Please note that if H. R. 3043 should become law it would take one-sixth of the entire area of Williamson County out of control of the citizens of Williamson County and no thoughtful, responsible citizen would agree to any such thing.

Many farmers originally opposed taking the land necessary to build the Crab Orchard Lake. But so much of that land was notably submarginal and the proposals to arrange for part of the income to replace the taxes was so fair that it became acceptable to everybody in the long run.

Crab Orchard Lake was entirely decisive in bringing the veterans' hospital and the Illinois ordnance plant to Williamson County. And it has proven its economic value to this whole section a thousand times over. It should certainly be left in the hands of the Agricultural Department under whose control it grew into primary importance for this whole of southern Illinois.

We never heard of any objections to management or control until after the more or less notorious wildlife meeting of June 25, 1946.

The primary use of that land is agriculture and it lies adjacent to a heavily traveled State highway and very near the city of Marion, Ill.

The opportunity for Fish and Wildlife Service depends wholly on a statute passed evidently to meet some exigency resulting from the First World War, and was certainly not the intention to take away from the farmers this right which existed at the time their land was taken. We cannot see how you can justify stepping in and taking from us through a legal technicality, the right which existed when the land was taken, for defense purposes, and turning it over to the geese and ducks, which have never had a flightway over Crab Orchard and will not have unless they are induced to pass this way by feeding. Their feeding in this heavily populated area will so tame them that they will be an easy mark for slaughter in some other area.

We call your attention to the unfortunate and possible disastrous effect that the creation of a new flyway over Crab Orchard will have on aviation. There are three airports within 3 miles of Crab Orchard Lake, the largest being Macarin Airport, a class-III airport under National-State-county-owned CA Authority.

The manager of this large airport has trained more than 2,000 aviators, of which more than 1,500 entered the service. At present more than 60 aviators are in training. The number of accidents at this training airport has been infinitesimal.

There is not now and has never been a migratory fowl flightway over Crab Orchard Lake and such a flightway would be a definite hazard to aviation.

If this grade-III airport had been built in an existing flightway, there could be no recourse against the hazard of the wildlife reserve. But where Wildlife deliberately induces the flight of birds into the area of these airports, then Wildlife, both morally and legally, becomes responsible for the hazard which geese and ducks necessarily make against aviation.

This has resolved itself locally in the question of which service is the more important—the doing of work or the shooting of wild geese.

Wherefore, Mr. Secretary of the Interior, we appeal to you to use your power of control over the fish and wildlife by directing Wildlife Service to withdraw their priority right to purchase this land and thereby permit its return to the agricultural use to which it is primarily fitted.

Mr. HANKIN. Also a resolution by the Zeigler Chamber of Commerce opposing H. R. 3043.

(The resolution referred to follows:)

ZEIGLER, ILL., May 29, 1947.

GREGORY HANKIN,
Washington, D. C.

DEAR SIR: At a regular meeting of the Zeigler Chamber of Commerce, held at Zeigler, Ill., May 28, 1947, the following was duly enacted: Moved by Louis Labash and seconded by Fred Eagle.

That the Zeigler Chamber of Commerce is opposed to the threat to our economic security and recreational lives that is now pending in House Resolution No. 3043 in the lower House of Congress seeking to authorize Wildlife Service in any manner or extent to control, direct, or otherwise exercise influence over Crab Orchard Lake or the Lands of the Crab Orchard project.

And we insist on the immediate return to the Department of Agriculture all of that part of Crab Orchard Lake and lands of the Crab Orchard project, which was loaned to the War Department, the transfer of which was made by Presidential order.

The above motion was carried unanimously and so recorded.

THE ZEIGLER CHAMBER OF COMMERCE,
VAL M. BAGGATT, *Secretary*.

Mr. HANKIN. Also resolution by the Zeigler Rotary Club opposing H. R. 3043 and a letter by the manager and owner of the Macarin Airport, pointing out the reasons for his opposition to H. R. 3043.

Mr. BURKE. Very well.

(The resolution and letter referred to are as follows:)

ZEIGLER, ILL., May 27, 1947.

GREGORY HANKIN,
Washington, D. C.

We the Rotary Club of Zeigler, Ill., representing also Royalton, Ill., without outside interference or influence, by motion instructed our officers to wire the Secretary of Agriculture that we are opposed to House Resolution 3043 or any similar motion which seeks to grant to Wildlife Service any control, right, or the exercise of any influence over the Crab Orchard project in Williamson County, Ill. Also we insist that part of the Crab Orchard project which was loaned to War Department for defense purposes shall be returned immediately to the Agriculture Department which was set over by Presidential order. You may be assured that this wire expresses a very large majority of opinion on that matter in this coal-mining region. This request is made for the Rotary Club and citizens of this community by

JAMES R. WILSON,
President, Zeigler Rotary Club.
A. B. CATHEY,
Secretary, Zeigler Rotary Club.

VALENTIN AIR SERVICE,
Marion, Ill., May 31, 1947.

Mr. GREGORY HANKIN,
Washington, D. C.

DEAR MR. HANKIN: This letter is written to you for the use of the congressional committee now investigating H. R. 3043.

I am writing this to you as the present owner and operator of Macarin Airport and Valentin Air Service. I have been engaged in the aviation business in this vicinity for the past 20 years. During this time we have trained some 1,500 pilots for the military services, and a grand total of over 2,000 trained. This area is particularly well suited to flying activities in that our percentage of flyable days has ranked right along with the better parts of Texas.

There is now Macarin Airport within 2 miles, and Marion Airport and Carbondale Airport within 10 miles of the area proposed to be taken over by Wildlife, and all are engaged in extensive flight training, and are using this area for this work.

The principles of both Wildlife and Aviation are fine, but the necessity of keeping them as widely separated as possible should be obvious to anyone. Several accidents and many near accidents have been caused to airplanes and airlines striking ducks and geese and similar birds in flight. Birds have penetrated airplane windshields and leading edges of wings with disastrous results. All of this is on record with the Civil Aeronautics Administration. I don't believe that any of the proponents of Wildlife would care to keep the side of an express highway which they were traveling at 100 miles an hour lined with hogs, and keep them there by feeding.

Experience has always proven to me that Wildlife officials always get cantankerous at the sight of airplanes flying anywhere near their reservations. This

has been proven beyond a doubt at our nearby Horseshoe Lake Reservation, near Cairo, Ill. Many bulletins have been sent out to warn airplanes to stay away from there. Even now I understand it is being considered as a factor in a decision whether to spend Federal and State funds in the development of a Cairo Airport because of its nearness to this reserve.

Last fall a premature representative of Wildlife, named Mr. Nelson, came to my place and voiced an objection to my airplanes flying around scaring his birds. He said he was trying to feed them to get them to stop here, and they were very shy due to all the activity here. To this date nothing but migratory flocks of ducks and geese in any numbers have been noted here.

My flight operations have been located at Macarin Airport the past 3 years. The plan behind this location was to provide a class III airport for this area which was to be a part of an intensive industrialization program. The success of this thinking and planning is now evidenced by the fact that the name of this airport is now changed to Williamson County Airport, \$330,000 of Federal and State funds are to be spent this year, and bids are to be advertised June 16 this year for this development. It is programmed in the National Airport Development Plan, and State and Federal engineers tell us that over a million dollars will be spent on it in the next 5 years. The above can be substantiated by contact with Mr. John Hogan, district airport engineer, Civil Aeronautics Administration, Springfield, Ill.

It is my firm opinion that any location here of any part of Wildlife would be an impediment to a badly needed industrial program which is planned and well under way. It is also my belief that since aviation was located here first, Wildlife should be held both legally and morally responsible for any aviation hazards it may be allowed to create here, because this most certainly is not a natural location for a wildlife preserve.

Yours very truly,

FRED C. VALENTIN,
Manager, Macarin Airport.

Mr. HANKIN. I also have a petition signed by a large number of laboring men in southern Illinois.

The petition itself is very short and I would suggest it be copied into the record without coping the many names.

Mr. BURKE. You may give the number of signers, if you care to do so. (The petition referred to is as follows:)

A PETITION OF LABORING MEN AGAINST TURNING CRAB ORCHARD LAKE OVER TO DUCKS
AND GEESSE

We laboring men who built Crab Orchard Lake, speaking for ourselves and our fellow workmen in building that great project, we protest against turning that lake or any part of it over to ducks and geese.

We knew and so did everybody else at that time that Crab Orchard Lake was to be built for one purpose only and that was to provide for industries besides coal mining.

We who built Crab Orchard Lake with our own hands by working at the starvation wages on WPA have the proud record of equaling or excelling man for man, hour for hour, other men of similar work on a contract job running at the same time we were building that lake.

We have a personal interest in that lake. It has proved out its future usefulness by the record it has already made.

Everybody in southern Illinois ought to know that that lake has given thousands of jobs and paid out millions of dollars in wages, which, without that lake would not and could not have existed at all.

It certainly is also common knowledge that in the short time since the war actually ceased several thousand men and women have been given jobs in new industries. That number can and will be increased until every man and woman in Egypt will have jobs. That is what we hoped for, planned for, worked for, and will get if left alone. And it is in the establishing of new industries that we must find work.

We appeal to the common sense and justice of your committee to recognize that we need opportunity to work, not raising wild duck and geese for playboys to shoot.

Mr. HANKIN. We will count the number of signatures and give it to the reporter.

Mr. BURKE. Thank you.

Mr. HANKIN. Thank you.

(At 11:10 a. m. the subcommittee stood in recess.)

TRANSFER OF CERTAIN LANDS IN THE STATE OF ILLINOIS TO THE SECRETARY OF THE INTERIOR

WEDNESDAY, JUNE 18, 1947

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE NO. 8 OF THE COMMITTEE ON
MERCHANT MARINE AND FISHERIES,
Washington, D. C.

The subcommittee met at 10 a. m., Hon. Raymond H. Burke (chairman) presiding.

Present: Messrs. Burke, Miller, Seely-Brown, Bonner, Keogh.

Mr. BURKE. The hearing will come to order, please.

The Subcommittee on Conservation of Wildlife Resources will take up H. R. 3043 again this morning. This is a bill introduced by Mr. Bishop providing for the transfer of certain lands to the Secretary of the Interior, and for other purposes.

We have already had two hearings on this bill and I hope that perhaps this may be our last one before we go into executive session to determine the disposition of it with reference to reporting it or not reporting it out to the parent Committee on Merchant Marine and Fisheries.

Mr. Keller, do you or Mr. Hankin care to be heard at this time?

Mr. KELLER. No; I am waiting until these other gentlemen get done.

Mr. BURKE. Either one can speak at this time, opponents or proponents, so far as I am concerned. I may have to cut you off.

Mr. HANKIN. Our thought was this: After the proponents have had their say we would like to say a few things by way of summation, summing up our position, and we would like to ask the Chair to leave the record open because we are gathering evidence still in southern Illinois. It has been said, for example, that 100 percent of the people in southern Illinois are in favor of this measure. Our investigation in Illinois, as soon as the matter is explained to people, seems to indicate that 100 percent may be the other way.

It takes time to get expressions of opinion from farmers, businessmen, and so forth, and therefore if the record is left open we should like to have the privilege of sending in that information to the committee as it comes in. After the entire evidence is in, I think Mr. Keller will be glad to make a short statement summing up our position and perhaps we might also suggest some amendments to the bill.

Mr. BURKE. The members of the War Assets Administration were here at the last meeting, I believe, and were unable to make a statement. I think it would be in order to hear from them at this time.

STATEMENT OF ROBERT WHITTET, WAR ASSETS ADMINISTRATION

Mr. WHITTET. The War Assets Administration has no objection to the transfer of of this property to the Department of the Interior. In fact, I think the War Assets Administration considers it more or less of a liability and would like to get rid of it. However, we think there should be certain precautions taken so that disposals of War Assets properties, or all surplus properties, will be uniform and in accordance with the provisions of the Surplus Property Act.

This bill gives the Department of the Interior the right to lease, resell, or otherwise dispose of the property in any manner in which they see fit.

In the first place, in the disposal of their agricultural lands they would not be required to respect the rights of former owners as required in the Surplus Property Act. War Assets may have a tract of land several miles away in the same State in which the former owners would be accorded a priority right to reacquire. The former owners in this case, however, might not be allowed that same privilege. That would not tend toward an orderly disposal or uniform disposal.

At the same time, War Assets disposes of its property in accordance with its fair value in view of its highest and best use. There is no provision in here as to price. They might be competing with War Assets or even donating this property, whereas War Assets would have to secure the highest value of similar comparable properties.

In the case of the industrial facilities, War Assets has been negotiating and is negotiating with any number of tenants, industrial occupants for the property. It is to be utilized on a multiple rental basis in that one set of utilities services the entire industrial area comprising about 1,900 acres. It does not, therefore, lend itself to disposal, sale in separate units. Those negotiations are very comprehensive. They are reaching the stage where it will be practically impossible for another agency to pick up and complete those negotiations.

At the same time I think it would be unfair to the tenants with whom War Assets is negotiating to allow another agency to come in and not respect the terms and conditions on which negotiations have been conducted, or to lease the remaining facilities at a much lower rate. I do not think that would tend toward uniform disposal.

The Department of the Interior has exercised its priority to acquire one portion, 10,122 acres, I think, at a fair market value, provided that legislation is not introduced or passed which would make that transfer without reimbursement.

It is our opinion that the same end would be gained if the Department of the Interior would exercise its priority under the Surplus Property Act and acquire that portion of the facilities which they need for wildlife and other purposes. However, I think whether it is to be transferred without reimbursement is a matter to be left to Congress itself.

We are concerned, though, with the provision which allows the resale of any portion of the property or the leasing of any portion which would not be in conformity with negotiations already being conducted. We feel it would be to the best interests of all concerned if the industrial area were omitted from this transaction and resale of any of the other agricultural areas be prohibited, and if any of those areas become surplus to the needs of the Department of the Interior

that it will be declared on an acceptable declaration to War Assets Administration for disposal in accordance with the provisions of the Surplus Property Act.

I might add that War Assets is entering into a contract with a corps of engineers for the decontamination of this property involving an expenditure of approximately \$130,000. In the event this property is conveyed to the Department of the Interior it should be either subject to the assumption of that obligation or reimbursement to War Assets of that amount of money.

I think that is all I have to say, sir.

Mr. BURKE. Thank you very much, Mr. Whittet.

Mr. WHITTET. I want to add, sir, that H. R. 1397 also was introduced by Mr. Bishop for the conveyance of this same property, which makes no reference to the resale of the property. This bill would be satisfactory to the War Assets Administration.

Mr. BURKE. Is there anyone else from the War Assets Administration who would like to speak briefly?

(No response.)

Mr. BURKE. If not, we will hear from Mr. Clarke Venable.

STATEMENT OF CLARKE VENABLE, FIELD DIRECTOR, AMATEUR FIELD TRIAL CLUBS OF AMERICA

Mr. VENABLE. Mr. Chairman, my testimony was heard here some 3 weeks ago and I will not repeat what I had to say then, saving this committee's time, because that is of record. I do wish to add a few matters which might be of interest to the committee.

At a recent meeting of outdoor riders held in St. Petersburg, Fla., consisting of some 800 newspapermen and conservationists, that is, newspapermen who are interested in conservation, they went on record unanimously as fostering and sponsoring and just being straight out for this bill. They have agreed to go before their public with all energies that may be required to help in the passage of this fine piece of legislation.

I would like to refute, with the chairman's consent, some statements which were made here before this committee some 3 weeks ago. It was claimed at that time by one representing Southern Illinois, Inc., that one Mr. Clarke Salyer, of the Fish and Wildlife Service, and one Mr. Clarke Venable came down to the meeting a year ago in June with a large body of men. It was indicated Clarke Salyer brought down a great group of men and I came there with quite a mob to make sure that that meeting would be packed. The simple truth is that Clarke Salyer came alone from Chicago and I came alone from Missouri. We went there to be scalped. A little difficulty in my case but we went there to be scalped. The meeting was packed and it was agreed that the proponents of the set-up which now exists be given 15 minutes. All the others were to have all the time they wished. We had only to ask a few questions, Mr. Chairman, and make no speeches.

Those few questions brought out the fact that this meeting was among men who were not informed as to what could actually be accomplished in that area. When they did become informed it is true that the meeting became packed and we did come away from there with the unanimous consent that that area be turned over to Fish and Wild-

life Service for temporary management until such legislation as this could be made effective.

Among those voting for that was one Mr. Lyerla, of Southern Illinois, Inc. He was under no coercion. There was no mob waiting there to assault him. He simply saw the light and voted for it. It now appears that such vote may have been in the interest of a breathing spell in order to get under momentum for another line of attack.

Those are the simple truths of that meeting. All that were present, and it was a representative group from all of Illinois, voted for the situation as it presently obtains.

What are the real conflicts here? Under this bill and under the provisions the industrial interests are being taken care of. No man advocating a measure that looks forward to sound game management program thinks for one second that game can be managed or raised on an area which is particularly suited to industry. No wise man wants that. Any man knows the value of industry. In Williamson County or any other county that is true. But they also know that industry does not require all of that area.

What is the real nub here at issue? Why does Southern Illinois, Inc., want all of the area? Why did they wish to defeat this thing? That has not yet been fully exposed in any hearing that I have attended, either here or in southern Illinois. Can it be that there are some selfish interests there wanting it all for selfish purposes? If industry can be taken care of, which it can—there is no conflict there, Mr. Chairman, because this program can go forward and industry have its day and so can wildlife management program have its day—there is no conflict except one:

The one conflict of those industrial interests which want something else besides industry. There are no buildings out on those big acres out there. There are grasses, there is food, there is range, there is a beautiful set-up for a sound, well-rounded game program which includes ducks, geese, upland game of all kinds, and fish. What does that have to do with industry? Can it be that some grazing rights are wanted there? Can it be that if the Department of the Interior has those lands under their control that there will be no grazing, that some selfish interests will be knocked in the head there? I pose the question. I have been on that area and I have seen cattle grazing thereon in war-time when no one took the pains to inquire as to how they got there because beef was needed, but I took the pains to do that, and the manner in which those cattle got on to that ground and were being fed was so nebulous and so obscure that I have never been able to find out how they got there, but they did get there.

Southern Illinois, Inc., has had an opportunity in the last 3 years, certainly the last 2 years, to bring in great industries there, and the boys of Southern Illinois agreed they would chip in and provide funds to get up the steam to attract industry to come to Williamson County. There is no quarrel with that. Let them come. There is room there for them, and room there for them under the provision of this bill.

Where that money has gone, I do not know, nor am I really concerned. But I am concerned if that money is being used to defeat purposes for the health of a whole people. Industry is a part of that help, but so is wildlife and its proper controls and its management. Insofar as that great resource is concerned we are a sick country. We are des-

perately sick if we are not at death's door. Such acts as this are the only cure, vast areas on which we can control the compass of the problem itself, wherein you can control the factors and bring back that part of the picture of the health of the whole people, and especially should the doctors look to that angle when it does not conflict with the financial health, the industrial health of the country.

Mr. Chairman, there is no conflict there save this: Industry, as usual, wants it all. Wildlife and the friends of wildlife just want their share.

Under this bill the landowners where that land is not suited to wildlife uses upon determination can come in there under their priority. There is only one conflict, the conflict of wanting it all. I can say to this committee that as far as the great majority of those national organizations having to do with conservation, such as Izaak Walton League, Outdoor Riders, Amateur Field Clubs, and so forth, they are for this bill 100 percent and the two organizations that I represent having on record without a dissenting vote as being for this legislation.

Thank you, Mr. Chairman.

Mr. BURKE. Thank you very much, Mr. Venable.

Is there anyone else in the audience who cares to speak on this bill? (No response.)

Mr. BURKE. If not, Mr. Keller, we will hear from you at this time.

STATEMENT OF KENT E. KELLER

Mr. KELLER. Mr. Chairman, I have here a telegram. When I left the hearing on the 28th I went home to find out whether the implication made so strong here that there was great need of this land in Williamson County for the feeding of the geese under control of Wildlife was true. I can point out to Mr. Salyer and all the others that there is no suitable ground in Williamson County but there is great abundance of suitable ground in southern Illinois near the Horseshoe Lake; better ground 2 to 1 than the land in Williamson County for producing at a time needed by wildlife. I consulted a good many of the men down there who know the story of Horseshoe Lake, which has been under this Department for a good many years. I happen also to know a man there, Mr. Williams, who is very well known, who is president of the Horseshoe Lake Sportsmen's Club. He is a hunter himself and greatly interested in wildlife.

In talking to Mr. Lyerla about it he said: "Ray Williams has been writing me about it." I didn't get to see Mr. Williams, by the way. I said to Mr. Lyerla, "I would like to have his opinion."

I have it here in my hand. I would like to read it if I may.

(The telegram referred to was read by Mr. Keller, and reads as follows:)

CAIRO, ILL., June 15, 1947.

O. W. LYERLA,
Herrin, Ill.

Re conservation we believe United States Fish and Wildlife Service should acquire thousands of acres of sub-marginal land in western Kentucky where Canadian geese and ducks have natural habitat. It seems entirely out of order to consider the Crab Orchard Lake district in view of the much preferable sites at low cost and inexpensive operation in western Kentucky.

RAY WILLIAMS,
President, Horseshoe Lake Sportsmen's Club.

There are 20,000 acres within 10 miles of the Horseshoe Lake which is also much better. I think anyone will say that. It is better than the land under consideration in Williamson County at the present time.

I have here a letter which I shall introduce at the proper time, I hope, which is quite contrary to the evidence you have just heard at the present time from the gentlemen from Missouri. I do not want to mix things up at all. But the men who have lived, and their families before them for more than 100 years, in that immediate vicinity ought to know what that district does need. The question, Mr. Chairman, is a local question. The Crab Orchard project was conceived for one purpose, and that one purpose was this:

Replacement of coal miners through machinery was so great that 31,000 men were out of work in that district. Something had to be done about it; the displaced miners knew it. They had studied it; the scholars, businessmen knew what was coming but they did not want to undertake it on their own responsibility there. They tried to do it through city, county, or State. These political divisions were not big enough to build Crab Orchard Lake or any other great water reservoir. So they had to wait until this unfortunate poverty period came to us in which the Government was spending \$20,000,000 a year in that area to prevent starvation.

We took the view, and it has been thoroughly well borne out, that there ought to be provided the one basic provision for permanent industry, which is, of course, an abundant supply of good water. That is the basis of the building of Crab Orchard Lake.

I think I might suggest to you that if we had gone out there and said we wanted to build Crab Orchard Lake for ducks and geese we would have been shot, perhaps, or chased out of the country; probably ought to have been.

I want to call something else to your attention: Mr. J. Clark Salyer, Chief of Wildlife Reserves, came down there, I think, in the late summer of 1939, before the lake was all cleared. He spent 2 or 3 days there. Mr. Charles E. Hamilton, the man under whose direction the lake was built, was approached and said, "I am out here to see the best way to take over Crab Orchard Lake for wildlife."

Nothing more was said about it. Mr. Hamilton came here to Washington and went over to the Soil Conservation Department to which the Crab Orchard project had been turned.

He was told there that the Wildlife fellows had been very insistent that Crab Orchard should be turned over to them. They had agreed that if Mr. Wallace, the Secretary of Agriculture, wanted to turn it over he would have a right to do it. A letter had been written to that effect. Mr. Hamilton came to my office and told me that, and I said, "You need not worry because Mr. Wallace knows why Crab Orchard was built."

However, I called Mr. Wallace. He said, "If there is such a letter as that on my desk it would make no difference, anyway, because I know what Crab Orchard was built for."

That settled that. Then Mr. Salyer asked for a conference in my office and received it, as every man who wanted one always did. He came there and Mr. Hamilton sat with me. He told us exactly what he wanted and why. Of course, he finally insisted that President

Roosevelt wanted Crab Orchard project turned over to Wildlife. I called the President's office and, of course, that was not true at all because this was the most important district in America because it had the largest proportion of unemployed people of any other congressional district in all of America. It also had this peculiar fact, that it was a district which had been put in that position of poverty because of the constant losing of employment in the only business which we had in that country.

In other words, the coal miners, I repeat, had been thrown out by the introduction of machinery for many years and they had to be replaced. I think I ought to say to you here that we went about it for that reason.

There were 50 engineers called into this thing. It was not guessed at all. Fifty engineers met and approved it from start to finish. Time after time when we sought new pieces of land for new objects engineers would come there and inspect it. It was not O. K'd by the best engineering and the best economic minds on that subject who knew the facts.

I am not blaming people for getting a wrong idea of it. But when you have lived there for 150 years, through your family before you, you ought to know the background of it all. It is indeed primarily purely a local question, Mr. Chairman. It was built to meet a local condition. It does not affect anybody else; it does affect the people outside the coal field vitally. These displaced laborers cannot live without it and they cannot stand for interference from the outside which knows nothing at all about it.

I am not against wildlife. I am perfectly willing to go along with Wildlife so far as Wildlife is justified in going there. It is not justified in butting into an industrial matter which means the life of a great coal-mining region in southern Illinois. I am going to insist on that.

In England, the same thing occurred. What have they done there? Our local fellows went ahead getting people into industry to give employment to the displaced workers. In England they did not wait for the local individuals to do it; the Government took hold and brought industries from the outside into South Wales to take up miners' employment. We are not asking for that at all.

It has been charged that this thing has been so mismanaged that nothing has been done. Let us see what has been done.

To start with, we built Crab Orchard Lake for the reasons stated. We secured the Veterans' Egyptian Hospital looking westward toward the sunlight down that beautiful lake at a cost of a million and a half dollars. That was not anything, of course, but it is what the veterans of southern Illinois have been asking for for 20 years and never got before. It would not have been put there except for the lake.

What next? Well, there were 25,000 men out of employment. We went to this War Department and got the Illinois ordnance plant there. It gave employment up to 10,000 men, an average of 7,500, and it paid out from the day work started until the place closed something more than \$60,000,000 in wages all over that country. It filled our banks again, and there had not been any banks. Every bank in Williamson County had failed miserably, and they were fine banks, well managed.

I am standing here talking to people of southern Illinois. I am saying they have their rights as well as anybody else because that primarily is a local matter. We repeat to this committee to justify that statement to make a report against this bill.

I have here a letter. It was announced by this gentleman that that was a free, open meeting. There can be no greater mistake than his saying that.

I have a letter from Mr. Lyerla giving the whole subject, how he took the matter up with the University of Illinois, suggesting a meeting of the various business and social interests very early in the spring of 1946 because all wanted to get the greatest use out of this Crab Orchard project and the Illinois ordnance plant remaining property.

They agreed to a certain number, I think, 12 or 13, of the representatives of the various interests of that whole region as a committee to consider the matter. That was agreeable to the university; it was agreeable to the school at Carbondale; agreeable to everybody else, so they finally sent out this invitation to members of the committee agreed upon. I have a copy of the letter they sent out. They were invitations not to the 100 men who came there. I did not say Mr. Salyer brought them but 100 men came there who were not invited and had no special interest there and they did take charge of the meeting and did run it to suit themselves.

When the gentleman says Mr. Lyerla voted for that, he is wrong. Mr. Lyerla sat there, a sick man because he has had a heart attack before that sometime, and he has had it since or he would be here fighting. He would be telling it to you.

Here is a copy of the letter. Others did not receive invitations. It was simply a case of men coming in and packing a meeting on purpose. I do not know what representation they made. I stayed out of the matter after getting the Illinois ordnance plant located there. I stepped aside; did not want to play politics; I did not interfere with the men who were playing politics. I kept away from it because in southern Illinois we sometimes take our politics seriously. As a man who has been in politics, I know a man in politics would raise the cry of politics. I did not want that.

This bill is not purporting to do the nice little thing the gentleman says it does, but they want to take it all over, completely and entirely.

The people who built this knew what they were building. We are not against recreation. The truth of the matter is that under Soil Conservation we formed certainly as good a system of recreation for that whole area as ever has been presented in any of the parks of this country at any time. Every bit of this is of record.

Mr. Salyer, in his speech at Carbondale on the 13th, I believe, had a big meeting there of his friends. He stood there and said that they would give work to 12 men if Wildlife took it over. Mind you, they said they had taken it away from Soil Conservation because nothing had been done under the control of the Agriculture Department. Of course, nothing to get the hospital there, nothing to get the Illinois ordnance plant there. It is nothing in their estimation to get 8 companies already at work there employing between 3,500 and 4,000, soon to be increased to 4,500. But they also know the men who are doing that; there are 10,800 men idle in that district at the present time who want work. Half of them are veterans of the recent war. If we are

let alone, the basis is there to give every one of them work. That is what it is built for.

At the present time, to my knowledge, there are four companies which have been considering this until they were informed that Wildlife had taken it over or was going to take it over, and those four companies are not going to touch it when Wildlife steps into it. I can tell you that for sure because they do not find any record which says Wildlife is a business organization. I have looked through the law and I cannot find myself where it has done business. It has done a special thing. I take off my hat to them because they generally do it well.

Your wildlife agency already has nine million some eight hundred thousand acres for the benefit of birds flying north and south, migratory birds. You have 9,986,856 acres, 15,452 square miles of territory for the use of migratory waterfowl. If you go across into Kentucky you have land especially suited to ducks and geese. There I would say amen; I am for you. But do not come into the most thickly populated part of Illinois where ducks and geese never have had a fly-way over that country. People say, "We never have had ducks and geese fly over here. Once in a while we see a stray one."

Mr. Salyer proposed at Carbondale that he bring in 30,000 Canadian geese. When the question was raised, Mr. Salyer said, "What would they do?"

We asked, "Would not they eat up the farmers' crops?"

He said, "No."

Anyway, the idea was they would not bother the farmers at all. I listened before this committee to the testimony of H. R. 107. Of all aggressive creatures under the sun to get food, the geese and ducks are among the best. They know how to fly 25 miles before breakfast and eat up, as one of the gentlemen stated here, 100 acres of lettuce in one night until there was not a streak of anything left. Yet they tell our farmers they will not hurt them at all. They are a nice, civilized set of geese who will observe the lines and not hop over the fence, and when you put up a notice to keep out, they will keep out. They are geese that understand. I do not want to poke any more fun at them than it deserves.

When you put 35,000 geese you know and I know, I am sure the chairman knows a lot about it by this time, they will be all over there eating up our stuff.

Williamson County has not enough farm land at the present time to supply the food for the people of that county alone, and yet these gentlemen are trying to take 10,163¾ acres, pure, unadulterated farm land which adjoins the old Crab Orchard project used throughout the war, and give it to the geese. If you tell those farmers the geese will not hurt anything, they will not believe it for a minute, and they are not believing you.

I want to tell you that the farm bureau there, which has 775 members, is out fighting this and they are fighting it for fair. They are not fighting anybody, and neither am I. I have not a word against anybody personally and have no political feeling in the matter. I am not a candidate and do not expect to be a candidate for Congress. I could not stand by honestly, though, without helping Mr. Lyerla to do what he has been working so hard to do. He has been putting money

in these things. If they let us alone we will take care of every man and woman and everyone else who wants a job in southern Illinois but we cannot do it in a day.

I was talking to a very well-known Republican down there. I saw him one morning and he said, "I have been out in the country for several weeks. Tell me about this."

I said, "It is not necessary to tell you." I handed him a copy of 3043. He is an ardent Republican, a very conservative man. He read it over and said, "That is a mistake. They have not had time to do that. If they give them 10 more years then it is plenty of time to take it away from them."

You never heard a single solitary criticism of the control of the Agriculture Department until Mr. Salyer came back there early in the spring of 1946 and began the propaganda he has been carrying on ever since. Then you heard all kinds of terrible things, but at the present time Mr. Salyer said, "We are going to step in; we are going to take the very beautiful work the Soil Conservation has done, and we are going to run it just as they would run it."

That is the plain fact of the case, Mr. Chairman. We are not stopping here because the men who started this thing are going to see it all the way through. They are going to get affidavits from all these people who were invited to that meeting and they will ask about that resolution.

We want to find out what was said to the Department and why it was said 100 percent of that country is for this bill. We are going to ask that and ask the Department for it. I would like to have it brought before this committee. It should be brought here to find out about the influences, whether Salyer said he did not speak for the whole people.

He said, "I have never spoken for anyone except the sportsmen.

"Ninety percent of the sportsmen of southern Illinois are for this."

But they have not stayed within the area where this lake was built and the people on whose financial life the lake depends. They have gone over 30 counties or so to get sportsmen that are for this to get telegrams sent in. That may be all right if you know all about it.

If there are questions, I would like to answer them right now. I am in the mood.

Mr. BURKE. Anyone have any questions?

Mr. KEOGH. Mr. Keller, for whom are you talking today?

Mr. KELLER. For the people of southern Illinois for whom Crab Orchard Lake was built for the very certain and unquestioned purpose of giving a foundation for the industry we are now getting there.

Mr. KEOGH. You do not, then, represent any Government agency or any organization?

Mr. KELLER. I do not, and do not need to. I am an American citizen. I represented that district for 10 years and I am proud of that. It was during that time that lake was built and I know it as well as any man living could know it. I know what it was built for and I know it was built honestly and fairly and I know how the people stand on it.

I am sorry from a political standpoint this came up. If I wanted to get back in politics this would be the funniest piece of work you could get for me. These people are against it and do not think they are

not. Eight hundred seventy-five farmers do not just meet behind closed doors and whisper. They met in public and passed a resolution and appointed a committee to take charge of this.

As I understand that will begin this present week. When they give it, it will be official information. They are going to use the report of this committee on the hearings on H. R. 107 held on the 5th of June. They have that. But they have gotten all kinds of information. They are not foolish people. They know what they are up against.

They do not want that land taken entirely out of farm use and of taxation. When you take out that land you take out of the taxes of that county seven-thousand-odd dollars every year. When you put the wildlife in charge of the whole thing you take a little more than one-sixth of the entire area of Williamson County out from control or interest of the people of that county for always and a day. There is no use of kidding yourself about it. People will not stand for that if they can help it. They will get together and will give information that will be effective. They will be effective because they are going to make it effective and in whatever way it will be necessary.

I am sorry we have not been able to get together. I butted into it when it seemed this thing was lost for the people there or else butting into it to try to help Mr. Lyerla do the work he is not able to do at the present time. I am sorry to say it seems he will not be able to get at it again anytime soon. He spent a lot of money on this. These people will wait until final judgment day comes out on this bill, Mr. Chairman.

I am not talking for anybody at all. I do not have a nickel's worth of interest in the world in this. I would not have. I know what happens to Congressmen here who get interested in the Government property no matter how long afterward. I would not touch it with a 10-foot pole. I would not spend a nickel for it but I will stand up and fight for the justice of the matter and the rights of the people who are interested in it, whose financial interests and whose existence counts on it.

If that thing is killed by turning it over to Wildlife, as it will be, the young men of that whole region will be going out as they are already doing. We have to do something to get them back. I have talked to a half dozen of them, picking them up on the road. They said, "I was born and raised here, but there is no job here. There are 10,000 idle. We have to go some place else."

We want to keep them there. We have educated them; they are citizens of that country and they have a right to stay there. They know it is their lake. I heard laboring men have a petition which is in the record, Mr. Hankins tells me. Labor men wrote it out themselves calling attention to the fact they are the ones who built that lake and they have a personal interest in it and they do not want any H. R. 3043 or any other bill to give any part of it to geese and ducks until they all get their jobs through that lake which they built for that purpose.

I saw a carbon copy of a letter which went on to say they built it; it is their lake, their interest, and they are proud of the fact that in building that lake they are proud of the fact that they are in competition with a contract going along at the same time and equaled or excelled the work done under contract at that time in the same neigh-

borhood. The Governor came there and he was taken in an old Ford car to keep anyone from thinking it was the Governor.

He took a look at Mr. Hamilton and said, "Hamilton, I have never seen WPA fellows work like these fellows do."

Hamilton replied, "They are working for their own lake, Governor; this is their lake and they know it."

I understand these laboring men are going out to send their letters to this committee and to the Congress as soon as they can. I do not know because I had no part in it. But, nevertheless, I warn you if you want to know the facts about which I have given you the foundation, we can give you more. I stand ready to prove every statement I have made. I am not guessing at any of it.

Mr. BURKE. Any other questions?

Mr. MILLER. You mentioned the heavy blow it would be to the tax collections of the county.

Mr. KELLER. Yes.

Mr. MILLER. Is it taxable now?

Mr. KELLER. Not while the Government owns it.

Mr. MILLER. The Agricultural Department does not pay taxes on it either, does it?

Mr. KELLER. No. That was taken over by the War Department.

Mr. MILLER. Is it your thought that this land eventually should be returned to private ownership?

Mr. KELLER. Certainly.

Mr. MILLER. That is the point.

Mr. KELLER. Yes. That is what the farmers are fighting for.

Mr. KEOGH. You are speaking of the land occupied by the ordnance plant?

Mr. KELLER. That is all at the present time.

Mr. KEOGH. What is your attitude with respect to the other land in the project?

Mr. KELLER. Here is what happened to that and I am glad you bring that out: During the taking of that land the men who were taking it knew it would be a tax loss, even though the great proportion of it, more than three-quarters of it, was submarginal. Much of it had been deserted. I do not know of a single case where the taxes had not run from a few years up to 15 years without being paid. That land was taken over as a part of the Crab Orchard project and it is being reforested.

Those men kept saying, "Something will be done that will equalize and give back to the Williamson County here whatever is found to be fair in place of the taxes that they are receiving at the present time."

That was talked of until 1937 and then the Congress passed the Bankhead-Jones Act which specifically provides that under such cases the law provides that 25 percent of all net receipts from all land taken shall be paid to the county each year, and that has been paid. People do not seem to know that. I saw the statement. I did not think it would be questioned at all. All this is accounted for.

There was a statement made by the Department of Soil Conservation which shows how much was paid for the acreage, how much was produced, and I think it shows \$5,200 credit. This land extends a slight distance over into Union County on the south. The rest has been paid to Williamson County. This year we know it will be much more. This year already since the war has been over there a large

extension of the recreational projects which has been made. A large amount of money has been put into it, so receipts will be much more than they have been heretofore.

As time goes on it will pay back ultimately to Williamson County fully as much as if Williamson County had the right to tax the land. It looks like we may much exceed it now because we are getting properties in there that are now subject to taxation. When we get the thing we are fighting for you will have no more difficulty in Williamson County.

Mr. MILLER. They get now a percentage of the net industrial or agricultural profits in lieu of a real-estate tax they would have gotten if it were in private ownership. Is that the situation?

Mr. KELLER. That is exactly right. You will see that in division 3 of the Bankhead-Jones Act.

Mr. BURKE. The Agricultural Department recommends 12,125 acres of the Crab Orchard project be part of the Shawnee National Forest and used for that purpose and the remaining 9,200 acres of the Crab Orchard project in public ownership and for the administration of recreational and wildlife purposes rather than solely for wildlife purposes.

Do you agree with that recommendation?

Mr. KELLER. No. The truth of the matter is this: If carried through the Agricultural Department they will take no such position. Agricultural Department has been saying they have made a failure out of it.

Now, the same gentleman going around saying it was a failure is saying, "No; the truth of the matter is that they did a good job."

When the Agriculture Department gets the pat on the back they have coming, they will say, "We should do what we have always done." That is good official action.

Mr. BURKE. Their recommendation is that it be used for wildlife and recreational purposes because they are forests.

Mr. KELLER. Mr. Chairman, when those places are finished they will be ideal for men and women in the summertime, too. It is a marvelous place. You can stand up on some of those points and look out across the prairie for 100 miles. It is a different climate up there from what it is down below on the prairie level. It reaches up to nearly 1,100 feet above sea level. They will do the right thing. They will use it right.

Misrepresentation—I do not think it has been done willingly. I do not charge that at all. It has been done for lack of real knowledge of what has been done. If they told the people it would be turned over to ducks and geese I do not know if they would have been turned out but they would not have been invited for breakfast, you can rest assured.

Mr. MILLER. The ducks and geese would not be there during the summer weather, would they?

Mr. KELLER. I am glad you asked that question. We are building at the present time this: There have been three airplane or two airplane fields around there for 20 years. Many men have been praying for this service. The large one which has been selected and approved and surveyed and the contract let yesterday, I think, is a grade 3 airport in which the county of Williamson voted \$125,000; the State of Illinois voted a part, and the National Government agency is

furnishing the rest. They will spend ultimately \$1,000,000. That is within 2 miles of the lake, especially the part where they say is the place for wildlife. There recently has been a bulletin sent out by the CAA pointing out the fact of the hazards to aviation through the birds that fly large enough to do harm. I was talking to one of the men who was doing the flying. He said, "I have had my experience like most of them have. I was flying up around Boston and we fly carefully there. But one day I was sailing along about 200 miles an hour and a gull went through my right wing. It was by a miracle I did not head straight into the sea."

There is said to be already 11 strikes per week reported. This is something new. There will be more when they gather evidence from all over the United States. Eleven strikes are reported every week of accidents or near accidents, so much so we are building the front of the air shield there of unbreakable glass. They say they flew along, a duck hit it, and it went straight through between the passengers clear back into the tail of the airplane and it spread into nothing, into mush. It did not happen to hurt anybody.

But now they have invented these strong shields. If you want to put 30,000 geese there you better stop building your airport now because when a 15-pound goose hits your propeller it is good night propeller and good night people riding behind it.

You ought to know people will not ride around there with 30,000 big geese flying. They ought not to. I would not do it, frankly. I would keep away from an airplane there. And I want to say to you there is an airfield on the north side of that great range of hills.

The air there is laden with moisture. It drops about 32 inches a year from the flat plain from the Gulf of Mexico up to the hills. When the cold comes it drops 46 inches on the average clear along that range of hills. Any fog that may have been in it has disappeared. You have a fog-free country there for aviation. You will not find any place else in this country except San Antonio which has three more flying days than we have had in those flying fields. It is an ideal place for a great airport. It is the center for that.

I am for wildlife, gentlemen, but I am not for wildlife as against the life of men, women, and children and I am not going to be, and I am not going to be bamboozled into not seeing the point of this thing.

Mr. BURKE. Further questions any members of the committee have to ask?

(No response.)

Mr. VENABLE. In Mr. Keller's opening remarks, saying this area was not well suited to wildlife, that he had gone around and talked to many farmers and stated there was no duck flight there, now and then an occasional duck, but it was not well suited, he now tells us that it is a high hazard, even now when no particular invitation has been established, it is now a high hazard for a plane to fly over that area.

How does he justify the fact there are no ducks, it is not a flyway, and then the high hazard?

Mr. KELLER. Because I did not say what you said at all. I said if you put 30,000 geese there would be a hazard, and a great one.

Mr. VENABLE. Didn't you say there had been some strikes already?

Mr. KELLER. Not there; no, sir. I said it is in the bulletin just issued by the Civil Aeronautics Administration. They have issued a bulletin; I have not.

Mr. VENABLE. Did not the gentleman representing southern Illinois like the question of high hazard of strikes in that area?

Mr. HANKIN. I incorporated into the record the entire report of the Civil Aeronautics Administration showing the hazard to aviation on account of ducks and geese and other birds all over the United States.

Mr. VENABLE. Did Mr. Keller state that the farmers and people of that area do not consider it is on the flyway and there are not many ducks or geese there?

Mr. KELLER. They will tell you no such thing that there is a flyway there, and never has been.

Mr. HANKIN. In other words, you are introducing a hazard. That is what he means to say. Not that the hazard is there but you seek to introduce a hazard.

Mr. VENABLE. Mr. Keller stated at the time of the meeting out there last year Mr. Lyerla was a sick man. That perhaps is a correct statement; yet it never has been my pleasure to witness such activity on the part of a sick man. He indicated to this committee that Mr. Lyerla did not vote for it; yet the record of that meeting shows that it was unanimous, and that word does not carry the connotation except for Mr. Lyerla.

I wish to ask the gentleman the following question:

You stated invitations were sent out.

Mr. KELLER. Yes, sir.

Mr. VENABLE. To those people who wished to be there.

Mr. KELLER. That is right.

Mr. VENABLE. Did they send out invitations to those bodies interested in the national picture? Did they send out invitations to—

Mr. KELLER. To the gentlemen who represent wildlife in the county of Jackson.

Mr. VENABLE. Did they send invitations to outdoor riders, amateur field club, Isaac Walton League?

Mr. KELLER. They know the Walton League is not running southern Illinois and they also know this is a local affair, which I would like to get over to you. No other part of the United States will be affected except this area of coal-mining country. It is our cross and we are willing to bear it, but we are not willing to have it taken away and given over to somebody who does not know anything about it.

Mr. VENABLE. Mr. Keller stated it was known who put the cattle there.

Mr. KELLER. Yes.

Mr. VENABLE. May I ask who got the profit?

Mr. KELLER. Listen, I think I have the gentleman's name in my office. If we do not have it in the record you can get it and how much was charged. That question came up here on the 4th of June. It was asked. The old farmer who came up here representing the Farm Bureau of Williamson County told how much they paid; everybody knew about it.

Mr. VENABLE. Does this committee know who got profits?

Mr. KELLER. They can get the names if they want to, Mr. Chairman. I would be delighted, if I do not have it in the office, to give you that. You could not make a better statement if you tried to; it is subject to your accountants. I will be glad to have him look it over.

Mr. VENABLE. I will be satisfied if that committee is given that information.

I have but one other question. You stated to this committee there were four industrial corporations anxiously waiting to begin operations in that area.

Mr. KELLER. I did not put it quite as strong as that. Do not tell me what I said. I said there are four considering the matter.

Mr. VENABLE. Considering; all right.

Mr. KELLER. And are ready to consider it.

Mr. VENABLE. I will accept that. Four considering the matter.

May I ask, since railheads lead into this area—my conception of industry, Mr. Chairman, is that they make things within certain confines—might I ask if it would be required that four industries have and control 10,000 outlying acres?

Mr. KELLER. No, my dear boy, eight are already there. Four extra will be there within a month after this matter finally is settled. You can rest perfectly assured of that.

Mr. VENABLE. They would not require these other outlying acres?

Mr. KELLER. Why should they? We are not crazy down there.

Mr. VENABLE. Then there is no conflict between industry and wildlife management.

Mr. KELLER. Because there is no wildlife management there, thank you, and I do not think there is going to be, not a chance of it. Whenever people down there get a full expression the men behind this will step out and say, "A mistake has been made. Let's go on and do the thing as we have been doing it. It has been successful. We have brought a great amount of wages there, we have given a hospital and have eight industries already there employing 3,500 men and 500 additional to be added by one in the next few days."

I say I saw that I know that much.

Mr. BURKE. Mr. Keller, are you more deeply concerned with the disposition of this 12,300 acres the War Department controls than you are these 9,200 acres the Agriculture Department proposes to give to wildlife?

Mr. KELLER. I am working for the return of that entire matter to the Agriculture Department just as it always has been. They did it from the start. They never have been interfered with until this thing came up and there never was a criticism until Mr. Salyer came in early in the spring of 1946 to raise this question.

Nobody saw what a terrible mistake was made because we were doing exceedingly well getting people in there to give work to our displaced workers.

Mr. BURKE. Do you want the area, then, from the War Department to the Agricultural Department rather than the Interior Department?

Mr. KELLER. Certainly. The Interior Department never has turned its hand. I am not criticizing it. I can understand how the Wildlife Department of the Interior Department might want it, but the Interior Department has no business with it.

Interior Department has a Park Service. They said, "No, we do not want this." They were invited to come to see it. They did not want it. Nobody wants it except the wild duck and geese men. I am not against their going where they ought to go. Around Horse-shoe Lake there are 20,000 acres of as fine a land as you can see that is adapted to that. It overflows in the early spring and stays there too late to plant corn. It is an ideal place where you can sow the

wheat, barley, and crops for the geese and they will eat it up before high water comes again.

Mr. BURKE. I want to thank you very much, Mr. Keller, for your presentation.

Mr. KELLER. I beg your pardon. I did not want to intervene in this thing. I have no interest in it, but I have an interest for the welfare of the people where I was born and lived. I know their interest.

I thank you for permitting me to say what I have said here.

Mr. BURKE. Is there any other member of the committee who wishes to say something, or Mr. Bishop?

Mr. KEOGH. Mr. Chairman, before Mr. Bishop opens his remarks, may I say I am impressed with the statement of our former colleague, and it is an indication he is continuing the interest in that community which he always evinced during his membership in the House.

Mr. BISHOP. First of all, Mr. Chairman, and gentlemen of the committee, I wish you would take bill 3043 and turn to page 2, line 8.

After a conference with War Assets and the other agencies we wished to amend the bill as follows:

At the end of comma on line 8, start it by wording:

Including the development of wildlife conservation, agricultural, recreational, industrial, and related purposes such lands as have been or may hereafter be determined to be chiefly valuable for industrial purposes shall be leased for such purposes at such times and under such terms and conditions as are consistent with the general purposes of section 2 of the Surplus Property Act of 1944, as amended, and with the purposes of this Act. Except to the extent otherwise provided in this Act, all lands herein transferred shall be administered by the Secretary of the Interior through the Fish and Wildlife Service in accordance with acts supplementary thereto and amendatory thereof for the conservation of wildlife and for the development of the agricultural, recreational, industrial, and related purposes specified in this Act.

Then you go on to section 3 and strike out line 23 and put in the following words:

* * * lease of lands chiefly valuable for industrial purposes, in accordance with the provisions of this Act * * *.

and the remainder continues.

Frankly, gentlemen, the proposed bill does just exactly what my distinguished friend from the Twenty-fifth District of Illinois desires to do.

Mr. BISHOP. The War Department objects to the transfer of the approximately 50 acres of land and 12 buildings now by War Department and turned over to the War Assets Administration, who in turn leased it to the Silias Mason Co. for the operation of an ammonium nitrate plant.

It is the intention of the United States Fish and Wildlife Service to continue these leases now in effect and the operation of the nitrate plant will be in no way interfered with.

The Fish and Wildlife Service already holds a permit from the War Assets Administration for the land surrounding the plant, 1,700 acres of which already is planted by farmers. The Department of Agriculture states that the Farm Credit Administration is qualified to dispose of certain portions of the area for agricultural purposes. This is typical of the confusion we have down in my district, and no wonder the people are upset and confused.

Here we have a measly 32,000 acres of land with six Government agencies trying to operate it; namely, the War Department, the War Assets Administration, the Forest Service, the Soil Conservation Service, the Farm Credit Administration, and the United States Fish and Wildlife Service. Each agency has different policies of administration and different fundamental purposes. There should be one agency responsible with such authority to negotiate with the other agency to satisfy their needs.

One of the main purposes of H. R. 3043 is to do just that. It is to be plainly seen that this would be advantageous to the entire area and to the best interest of the Government and the people. I bring this out to you because the day before yesterday I returned from home. I met with several groups, and I assure you that I never received such full cooperation. After they understand what the bill intends to do, definitely keep industry going, definitely protecting those priorities under this act which this new wording will do so that under the priorities that a farmer may rebuy the land, which was taken from him, when it comes for sale.

Those are the things. I think, the people are interested in because under that form they will be able to bring this land back into taxation of which, of course, the people are anxious to do.

I talked it over with local residents and they agreed heartily after understanding what we were trying to do.

May I say to you members that this idea of getting it under one agency is proper, I think you will agree. This will do just that, and that is all. Today we have the plants in there in an industrial area and in turn this will protect them, make possible when time comes that the lease expires to have the privilege of releasing or buying.

In this bill it protects the sale of that land just as though they were selling it themselves. I understand leases expire June 30 and it is highly important legislation be passed so they will release it or make other arrangements.

Mr. KEOGH. Do you think Fish and Wildlife Service is the agency that should handle it?

Mr. BISHOP. The only agency that wants it, sir. Our own State has turned it down. Others are trying to get rid of it, as you know.

Mr. BURKE. Is there anything further? We have a little time yet, a few minutes.

Mr. HANKIN. Mr. Chairman, I said we would suggest our amendments to this bill. There are two facts in this record which stand out very prominently. One is a statement made by Representative Bishop that when the land now occupied by the plant, the Illinois Ordnance plant, was acquired by the War Department, there was an understanding that the land would be returned to the original owners. There is nothing in the bill which makes that mandatory.

Another fact which stands out in my mind is this: About 10,000 acres were taken from the Department of Agriculture without compensation and now, when the emergency is over, a suggestion was made that the Department of Agriculture wanted that land back, they were told, "You have to pay for it."

We think the entire matter would be well settled if the following amendment were made in this bill: That is to strike out all after the enactment clause and put in the following:

That it appearing certain lands in Williamson County, Illinois, were acquired by War Department for an ordnance plant from private owners upon the understanding that such lands would be resold to them upon the termination of the emergency, the War Assets Administrator or the disposal agency to which such property has been assigned for disposition, shall, upon sale or disposition of such lands, give first priority to the prior owners thereof any provision in the Surplus Property Act to the contrary notwithstanding.

SEC. 2. All lands transferred by Executive Order 9121 from the Department of Agriculture to the War Department are hereby retransferred to the Department of Agriculture to be administered in accordance with the provisions of Executive Order 7908 dated June 9, 1938.

Mr. BURKE. You offer that amendment?

Mr. HANKIN. We offer this amendment to be substituted.

Mr. BURKE. Thank you very much.

Mr. DAY, Department of the Interior, do you care to say something?

STATEMENT OF ALBERT M. DAY, DIRECTOR, THE FISH AND WILDLIFE SERVICE

Mr. DAY. I have a short summary here, Mr. Chairman, of the policy which would be followed by the Fish and Wildlife Service in administering the Crab Orchard project should this bill become law. I do not think I shall take your time to read it but I would like to leave it for the record in order that there may be no misunderstanding of the things that are proposed.

I would like to make a few comments to clear up what might be misunderstood as to the interest of the Fish and Wildlife Service in this area. As Mr. Keller has told you, the Fish and Wildlife Service has been interested in the Crab Orchard project ever since its inception with the idea that portion of it might serve as a waterfowl refuge without interference with other use. Negotiations were carried on at the time the biological survey, predecessor of the Fish and Wildlife Service, was in Agriculture with the Resettlement Administration who were acquiring the lands at that time. I think it would be safe to say, and fair to say, that there would have been a refuge established at Crab Orchard as a part of the over-all uses of this project had it not been for the opposition of then Congressman Keller. He was not in favor of it at that time and apparently has never been in favor of it since.

At the time we learned of the plan for disposal, which recently has been under way, we again evidenced interest in a portion of the project. Arrangements were made with the War Assets Administration for a temporary lease on a portion of it pending the outcome of this legislation. Since the original negotiations the Congressman, as he has pointed out, told us that he would like to see one organization, one Government agency, deal with the other Government agencies. The Fish and Wildlife Service has been willing to undertake that difficult task. Our plans are such, as the Congressman has told you, that we would plan on continuing all industrial uses, and to expand industrial use for such groups as may want to come into the picture.

We have a definite plan for agricultural use under the temporary permit. There are already 1,700 acres of land for farming at the present time. The recreational uses would be developed to every extent possible. Only one area would be developed primarily as a wildlife refuge and that is the area in which we have always been in-

terested, that is the eastern portion which is now within the enclosure of the ordnance plant property. The others we would work with the Forest Service to see that the forest lands either are transferred to the Forest Service or worked out with them under some sort of an arrangement.

I think we can work this whole plan out satisfactorily. I know there will be many complications and many headaches in doing it because it is a complicated problem. There are so many interests involved that it is a very unusual and complicated situation. But I think Fish and Wildlife Service can do a decent job of it. At least we are willing to make that attempt if this bill should become a law. As I stated, I would like to leave this for the record. It outlines the statements I have made as to policy and has a map attached.

(The administrative policy for the Crab Orchard Lake area is as follows:)

ADMINISTRATIVE POLICY FOR THE CRAB ORCHARD LAKE AREA OF THE FISH AND WILDLIFE SERVICE, UNITED STATES DEPARTMENT OF THE INTERIOR

This policy will be followed by the Fish and Wildlife Service in administering and developing the over-all Crab Orchard project if the entire area is transferred to the Service for administration.

1. The only area which will be developed for wildlife refuge purposes is the area now included within the fence of the Illinois ordnance plant. This was the original area asked for by the Service for refuge purposes and contains roughly 22,000 acres.

2. The remainder of the area (43,896 acres), which includes the greater portion of the main lake and the general Little Grassy Lake and Devil's Kitchen Lake areas, will be developed along the lines of broad recreational use as now being utilized and planned for even greater development in the future.

3. The present lands classified as industrial will be recognized by the Service and additional land will be reserved for new industries along strategic Highway 13 and the access railroads into the former ordnance area. In general, the plan of the Service will be to concentrate industries around the periphery of the project and save the interior water and adjacent land areas for public recreational and wildlife development.

4. A permanent program of agriculture will be established for the area on those lands which can be farmed. In general, the farming program will be one calling for diversified crops with emphasis upon proper rotation and land-building processes. The agricultural lands will be farmed by individuals under the Service's share-cropping system wherein the operator pays for the use of the land by leaving a share of the crop in the field. For the most part, the farm lands of the Crab Orchard Project are of such type as to offer a fairly high risk as farm crop producers. Under the share-cropping system this high risk is reduced, as far as the operator is concerned, by the fact that he has only his seed and labor invested. At the same time, under the share-cropping system, the land use has a dual purpose. It produces a harvestable farm crop for the operator plus a share which remains in the field for wildlife. This agricultural share-cropping system has been in operation on the greater portion of our refuges for several years and has been most successful. That the system is satisfactory to the permittee is evidenced by the fact that we have many more applications for permits than we have available cropland. That the share-crop system is a good wildlife management tool is evidenced by the fact that the feed left in the field has furnished food for millions of waterfowl and many other species and has in a great many waterfowl concentration points alleviated depredations on private farm lands. In connection with the agricultural program, adequate rodent and predator control will be exercised to protect both the farmer and the wildlife population.

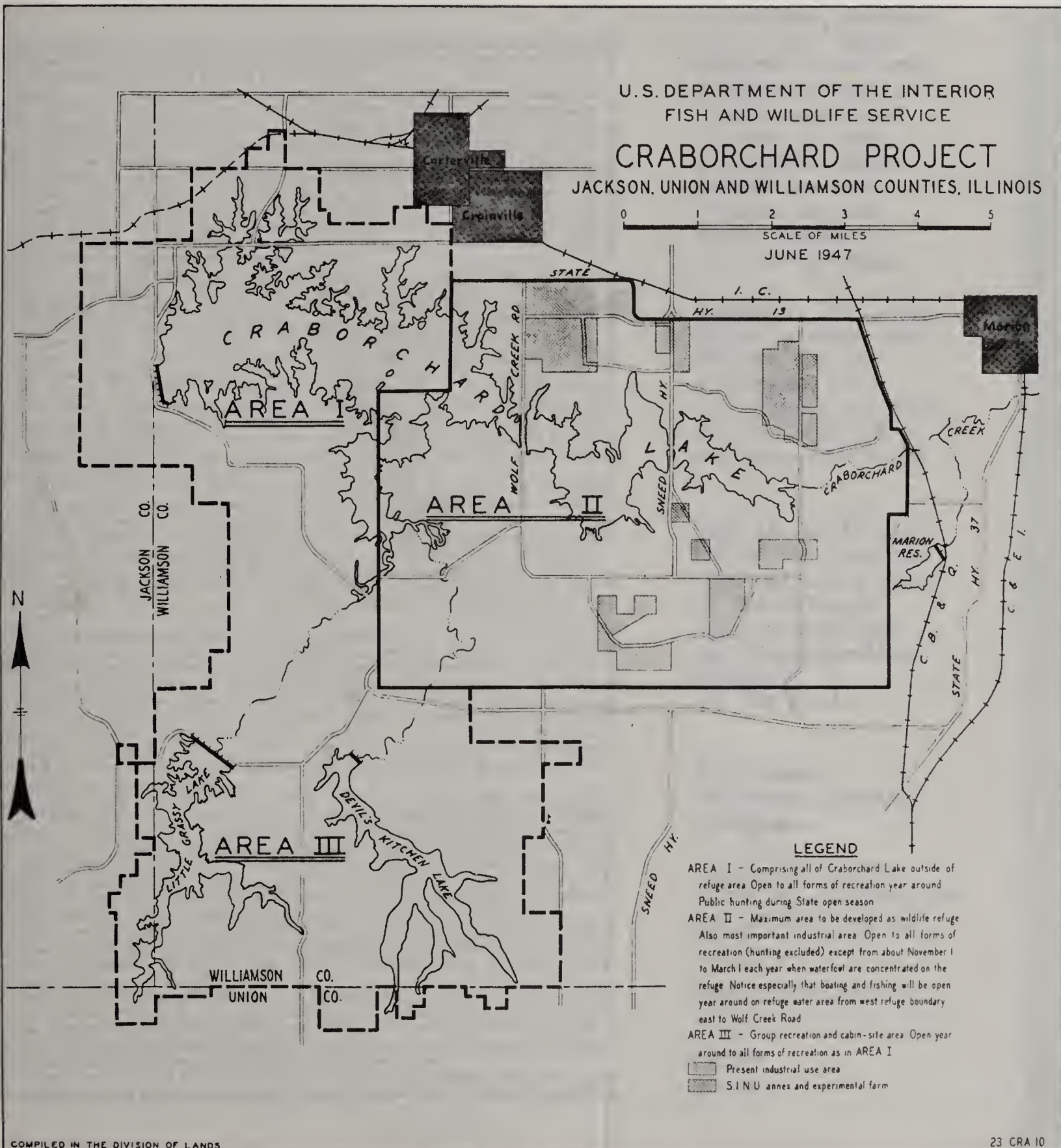
5. The Service will carry out the broad recreational plan as conceived by the Soil Conservation Service and local planning agencies, and endeavor to complete and foster this program in every way.

U.S. DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE

CRABORCHARD PROJECT

JACKSON, UNION AND WILLIAMSON COUNTIES, ILLINOIS

0 1 2 3 4 5
SCALE OF MILES
JUNE 1947



6. At the proper time, agreed upon by the Service and interested local agencies, the Service will put into its annual budget a request for sufficient funds to complete Little Grassy Lake and Devil's Kitchen Lake.

7. Area 1, as shown on the attached map, will be opened to year-round recreational activities without any seasonal restrictions. Public hunting will be possible here under State open seasons. This area is to be especially devoted to general public recreation—picnics, fishing, boating, and other aquatic sports.

8. Area 2, the maximum refuge proper, is to be opened to public recreation of the same type as on area 1, except during the few months of the winter period of the year when migratory waterfowl are concentrated on the refuge. This will probably be from November 1 through the following March 1. Even during this period, the water area on the refuge from the west boundary of the refuge east to the Wolf Creek Road will be open to fishing, boating, and other aquatic activities, with the exception of hunting.

9. Area 3. This area, likewise, will be open the entire year for general recreational activities with the general public admitted at all times. On this area, however, group recreational activities will be encouraged. It is on this site that it is expected that Boy and Girl Scout organizations and 4-H clubs, and other organizations will be located. Likewise, an adequate area will be zoned on these two lakes for private cabin-site developments. Leases of a reasonable length will be granted applicants for cabin sites, and certain standards of construction will be established. The governing idea will be to permit the average citizen to place a cabin here if he desires, but at the same time, keep the area from becoming a "shack town." Since the upland on this area has a considerable potential value for forest management which can well be correlated with the recreational and wildlife plans, it would be the Service's policy to work out the management plans for this area with the Forest Service.

10. While the most intense biological development will take place on the refuge area, all of the lake waters will be conditioned for better fish and game habitat. Every effort will be made to control coarse fishes, and supplemental fish-rearing ponds will be constructed if needed to raise game fishes to a safe size for ultimate planting in the three big lakes. The types of food and cover plants introduced for game and fish life will not be detrimental to recreational objectives. In fact, they will be much more satisfactory than the great areas of pest plants now growing on the area. An attempt will be made to control and reduce the pest plants.

11. Greater attention will be given in the immediate future to developing the east portion of the main lake for recreational purposes, as well as to completing the over-all recreational facility requirements for the entire Crab Orchard project. It is hoped that this area will have an exceptional educational significance with respect to wildlife conservation and land-use practices. Ultimately it is hoped to have a small deer park in this area where the public can see deer and other hoofed game animals under natural conditions. There will be a waterfowl display pool with living representatives of most of the North American waterfowl. The water area will be zoned for public docking and mooring of boats and adequate concession services developed.

Every effort will be made to make Crab Orchard Lake an ideal spot for the average citizen to take his family for a safe, clean outdoor excursion. A number of important conservation agencies have indicated an interest and desire to work on the area. The State Conservation Department of Illinois wishes to put on a major quail management demonstration on about 4,000 acres here. The amateur field trial clubs of America wants to hold annual trials at this point, for which the area is particularly well suited. The Service plans to cooperate fully with these and other organizations having an interest in the project.

12. At the request of the Southern Illinois Normal University, the area marked on the map will be made available to this institution for an experimental farm. Other lands deeper in the project can also be made available for this purpose as the need arises.

13. Not only will the project meet a fundamental need of the Service for a major wildlife refuge of national significance at this point, but it will also continue to have an even greater recreational use, and with the further development of recreational and wildlife assets will also have many angles and opportunities for public education, now undeveloped on the project.

14. To conclude, it will be the policy of the Service to consult freely with the organizations which have shown great interest in the Crab Orchard project in

the past and have been responsible for the fine development which has taken place to date at this site. For example, when any new businesses wish to locate on the project, such applications will be cleared with the agencies which in the past have taken the leadership in promoting commercial development of the area. It is to be emphasized that there is adequate room on the project for all of the public uses which have been brought forward to date. These multiple uses must be properly coordinated and fostered to the best advantage of all concerned. This will be the primary objective of the Fish and Wildlife Service in administering the area.

Mr. KELLER. Where and when has wildlife carried on such a varied and complicated problem as you are proposing to take over at the present time?

Mr. DAY. Nowhere.

Mr. KELLER. This is your first try at it. Thank you.

Mr. BISHOP. I wish permission to include in my remarks several telegrams received from several organizations in Illinois and also a newspaper article by the Herrin Journal.

Mr. BURKE. All right.

(The documents above referred to are as follows:)

CARBONDALE, ILL., June 17, 1947.

C. W. BISHOP, M. C.,
Washington, D. C.:

Urge favorable report and passage House bill 3043. Our organization composed of representative business and professional men and women of 28 counties of southern Illinois is on record as endorsing this bill.

JOE MITCHELL,
Secretary, Greater Egypt Association.

CARBONDALE, ILL., June 17, 1947.

C. W. BISHOP, M. C.:
Washington, D. C.:

Carbondale Business and Professional Women's Club of 68 members urges a favorable report and passage of House bill 3043 so that Crab Orchard Lake and surrounding area can serve better southern Illinois in its industrial and recreational development.

GLADYS BABCOCK, President.

CARBONDALE, ILL., June 17, 1947.

C. W. BISHOP,
Member of Congress, Washington, D. C.

The consensus of opinion throughout southern Illinois is that it is imperative that House bill 3043 pass. At a meeting held at Carbondale June 6, at which Mr. Salyer explained the Interior Department plans the crowd which filled the college cafeteria approved the plans 9 to 1.

WILL GRIFFITH,
Editor, Egyptian Key Magazine.

HERRIN, ILL.

HON. RUNT BISHOP, Member of Congress,
House Office Building, Washington, D. C.

The Williamson County Farm Bureau does not represent the sentiment of the farmers in this area. We endorse Congressman Bishop's H. R. 3043 to transfer the Crab Orchard Lake area to the United States Fish and Wildlife Service.

Billy Jones, rural route 1, Johnston City, Ill.; Paul L. McGee, rural route 3, Carbondale, Ill.; Will O. Adams, rural route 3, Carbondale, Ill.; Verzell Reed, rural route 3, Carbondale, Ill.; D. C. Samuel, Carterville, Ill.; John Duncan, rural route 3, Carbondale, Ill.; Paul R. Adams, rural route 3, Carbondale, Ill.; Harvey Walker, rural route 3, Carbondale, Ill.; Carl Wynn, Carterville, Ill.; Thomas Clark, rural route 3, Carbondale, Ill.

[From the Herrin Daily Journal, June 11, 1947]

THERE IS AGREEMENT IN SOUTHERN ILLINOIS

There has been a good deal of discussion throughout southern Illinois in connection with Congressman C. W. Bishop's bill (H. R. 3043) which would transfer Crab Orchard Lake and adjoining land to the Fish and Wildlife Service of the Department of Interior.

So far, the discussion has been useful in emphasizing the elements in connection with the administration of this area which the people of southern Illinois regard as vital.

The time has now arrived for a calm appraisal of the realities—the arguments have been made, solutions which require compromises are the next step.

This is the background:

Crab Orchard Lake and nearby Little Grassy and Devil's Kitchen Lakes were planned by the Resettlement Administration back in the middle 1930's. Work on Crab Orchard was begun.

When Resettlement Administration was discontinued, title to the area was transferred to the Conservation Service in the Department of Agriculture. Under this service Crab Orchard was completed and conservation work on the adjoining land was undertaken. Work was started on the Little Grassy and Devil's Kitchen Dams and on clearing the areas they would flood.

The original appropriations did not complete the two subsidiary dams.

WAR BROUGHT LAND TRANSFER

When it was decided to put an ordnance plant in the area, Soil Conservation transferred 10,223 acres of the east end of the area to the War Department. The War Department purchased an additional 12,352 acres, making the war plant area 22,575 acres.

During the war the Conservation Service in cooperation with the Forestry Service, also under the Department of Agriculture, made a study of the area looking to the time when the end of the war presumably would revive interest in completing the project.

The presumption, then, was that the 10,223 war-plant acres in the original project would be returned to Soil Conservation by the War Assets Administration, which finally was given the responsibility for disposing of wartime purchases. It was also assumed that the part of the ordnance plant area purchased by the War Department would be offered at public sale.

The major points in the Soil Conservation-Forest Service study and report for the whole area were:

1. Any disposition of the project should carry out the broad objectives of the original plan—the development of water sources for industrial and recreational uses.

2. The south section, in which Little Grassy and Devil's Kitchen Lakes are located, could be most suitably developed under the Forest Service.

3. There was no clear indication of what should be done with the recreational activities, but various suggestions were discussed. It seemed to the committee that the National Park Service, in the Department of Interior, might be best qualified for the administration of recreational activities.

4. The Fish and Wildlife Service, it was agreed, had something to contribute in the proper care of the project.

A word of warning was given by the committee in pointing to the possible difficulties that would arise if the area were divided among a number of administering agencies. The Little Grassy and Devil's Kitchen Lakes were planned as feeder lakes for Crab Orchard. If the feeder lakes and main lake were under difficult control, it was indicated, there might be disagreements over the release of water which would maintain a constant level in Crab Orchard Lake.

WAR ASSETS TO SELL WHOLE 22,575 ACRES

The disposition of the ordnance plant area now is to be handled by sale of the whole area to the Government agency willing to bid on it. Government agencies have priorities over individuals in the acquisition of such property.

The acquiring agency, in turn, may dispose of parts of the area by sales to individuals. The proceeds from such sales may be used in the development of the remaining areas.

There has been only one bidder for the whole area. That bidder is the Fish and Wildlife Service of the Department of the Interior.

The effect of this purchase, if it is approved, is to keep the ordnance plant area is one piece for further study so that the later disposition and uses may be worked out under the control of a Government agency which is set up to continue to hold the property.

War Assets is a salvage organization. Its business is to dispose of property, not to operate it.

It seems to us that any planning for the ordnance plant area, while the title remains in the War Assets Administration, is a little like planning a garden on a piece of property that has been advertised for sale.

GOVERNMENT CAN'T GET INDUSTRIES

There is no Government agency with any facilities for persuading industries to locate in southern Illinois, or any other section of the country. The industries that have come here have been invited by the public-spirited citizens of southern Illinois.

The most that any Government agency can do is to make land, water, buildings, and roads available on terms that are acceptable to industries. The negotiation of these terms will continue to be the responsibility of the industries themselves and of the influential citizens of southern Illinois who are willing to assist the prospective industries in working out conditions that make operation here attractive.

Each of the Government bureaus interested in the Crab Orchard project has said that it will dedicate to industry that part of the area that is most suitable for industry. None can do more.

ONE GOVERNMENT, ONE AREA

All of the land in the Crab Orchard project is owned by the Government of the United States. That Government is supported by the whole population. The people of New York and California, as well as the people of Illinois, contributed the money which acquired Crab Orchard project and which will operate it.

One of the arguments that has been favorably presented in the development of the Crab Orchard project is that investments here by the people of the United States will assist in providing income for the people of southern Illinois. It is no secret that the per capita income of the people of southern Illinois is lower than in many other sections of the country. The argument that has been persuasive with many Members of Congress has been that investments that can be expected to help the people of southern Illinois to increase their incomes will reduce expenditures for relief.

There is no one way that this objective can be assured. Increasing the productivity of farm land, making this an attractive location for new industries are helpful. The development of the recreational advantages of this area is important too.

Forests were one of the assets of southern Illinois which attracted the pioneers. The reestablishment and proper management of forest areas cannot be overlooked in any well-thought-out program. The availability of timber, as well as the availability of coal, transportation, and an adequate working force, is a persuasive argument for many prospective new industries.

For the average Americans, especially those who live a little closer to southern Illinois than to the Rocky Mountains or the seashore, expenditures for the development of the recreational facilities of this area might be most appealing. If this is so, this also would be appealing to the Congressmen who represent the other sections of the country which must contribute money, through appropriations, if Crab Orchard is to be fully developed.

This development cannot offer good fishing and no place to live, nor will all prospective visitors be satisfied to live in cabins. The Crab Orchard project needs a fine resort hotel located in the hilly southern section, in addition to less expensive places to live.

The people of southern Illinois are not likely to be effective in getting the necessary assistance from Government agencies in the development of the natural advantages of this area if we do not stand behind the man we named to represent us in Washington. That man at the moment is a Republican, C. W. (Runt) Bishop, of Carterville.

If the Congressman from the Twenty-fifth District were still a Democrat, Kent Keller, of Ava, the argument would be just as good.

The point is that the other 434 Congressmen look to Mr. Bishop as the duly elected representative of the people of the Twenty-fifth District. He is our salesman in matters with which a majority of the Members of Congress must agree if anything is accomplished in Crab Orchard.

Congress is cutting all appropriation bills to the bone. It is not likely that any far-reaching development can be financed with Federal appropriations at this time. This applies with impartiality to all of the Federal bureaus.

THIS IS THE TIME TO ACT TOGETHER

It seems to us that this is the time for all of the people of southern Illinois, acting together, to assure Mr. Bishop and Congress that we have no interest in fighting the battles of one bureau or another in the Federal Government. Our interest is in the best administration possible for the Crab Orchard area, and we have some definite ideas about what that includes.

We want adequate provision for industrial development.

We wish to conserve and improve agricultural lands.

We want the repair job carried out on the Crab Orchard Dam for which an item of \$107,000 is still in the budget.

We want the Little Grassy and Devil's Kitchen Lakes completed before neglect destroys the work already done.

We want adequate management of forests, and additional plantings, in the southern area.

We want proper administration of the lake itself so it will continue to be one of the best fishing grounds in the Central States.

We want proper administration of the area for waterfowl.

We want, through Government and private expenditures, the fullest development of Crab Orchard as a resort and recreation area that will attract hundreds of thousands of visitors.

There is no disagreement about any of these things among the people of southern Illinois. Let's make it a point during the next few weeks to make it plain to Congressman Bishop, Senators Lucas and Brooks, and all the other Members of Congress and the various departments of Government that we do agree on this program.

Whether it is carried out by Soil Conservation, Fish and Wildlife, the Forest Service, or the National Park Service is of no real concern to us.

EDWARD LINDSAY, *Publisher.*

Mr. BONNER. You spoke of the area you were interested in, wildlife refuge, being within the enclosure of this plant. Is that right?

Mr. DAY. That is right.

Mr. BONNER. How much area is there?

Mr. DAY. About 22,000 acres.

Mr. BONNER. What is in that fenced area?

Mr. DAY. This is the Crab Orchard Lake, the dam constructed across here has backed this water up creating a large lake. Within this fenced enclosure there are about 2,200 acres of water. The rest of it is low-class agriculture land. The ordnance plant is shown here in these dark spots. That is where industry has been developed. That is all enclosed by a high steel fence which was put in when the Illinois ordnance plant was in operation. That is the portion the Fish and Wildlife Service is interested in primarily as a refuge. It would be closed to waterfowl hunting. Such upland-game hunting as might be available would be managed under auspices of the Illinois Conservation Department. The area would be open to fishing and other recreational uses except during waterfowl concentration periods. This is the primary recreational area here which would be administered primarily for recreation.

The same is true in the south area here where there are two incomplete dams, and it is hoped eventually to secure funds for completion.

That would be devoted to forestry and recreation. The Forest Service has an area adjacent which it administers and they are very much interested in managing the forestry resources on this area. We will work that out with the Forest Service.

Mr. BONNER. All the industrial plants in the primary area you are interested in for migratory wildfowl?

Mr. DAY. Yes.

Mr. BONNER. How far are the plants from the area wildfowl would feed on?

Mr. DAY. It would not interfere. Industrial sites would not interfere with the feeding.

Mr. BONNER. How far are they from the water area? Are they adjacent to the water area?

Mr. DAY. No; they are not immediately adjacent. This looks as though it might be about a half mile.

Mr. BONNER. How many people are employed in that area?

Mr. DAY. There are now employed around 3,500 in these plants.

Mr. BONNER. In all the plants?

Mr. DAY. That is my understanding.

Mr. BONNER. What is it proposed to use these former war plants for?

Mr. DAY. They will be continued for manufacturing purposes—any industry that can use them as they are used now.

Mr. BONNER. How close is the nearest city to that area?

Mr. DAY. Three miles.

Mr. BONNER. What is the population?

Mr. DAY. Three thousand.

Mr. BONNER. Is that on the flight of any migratory wild fowl?

Mr. DAY. It is a part of one of the principal flyways. We think the refuge can be made to add materially to the wintering range of waterfowl. To the west about 50 miles there are large concentrations of birds. It is in southern Illinois.

Mr. BONNER. How far is it from the central flight?

Mr. DAY. It is in a part of it.

Mr. BONNER. In the area of the central flight?

Mr. DAY. Yes, sir. There never have been large concentrations here because there never has been water and proper foods previously.

Mr. BONNER. How long has it been there?

Mr. DAY. The reservoir has been constructed for about 7 or 8 years.

Mr. BONNER. What do you estimate about feed?

Mr. DAY. Feed was planted there this spring to provide for the fall flight. About 300 geese and ten or fifteen thousand ducks used the area last fall, which was the first time there had been much use of that.

Mr. BONNER. Where is that airport spoken of?

Mr. DAY. About 3 miles over to the right.

Mr. BONNER. What does the airport serve?

Mr. DAY. Local airport.

Mr. BONNER. Is it a national air line?

Mr. DAY. No.

Mr. BONNER. It serves a city of 3,000 people?

Mr. DAY. No; the entire area. There are about 50,000 people in that county.

Mr. BONNER. There is no national air line which has a stop there?

Mr. DAY. No.

Mr. BONNER. It is 3 miles from the area there?

Mr. DAY. That is right.

Mr. BISHOP. Furthermore, Mr. Chairman, I have had no complaints from any of the airports at all.

Mr. BONNER. The Fish and Wildlife Service want to control the whole area—not only that, but other area?

Mr. DAY. That is the proposal. That is the area we are primarily interested in. However, the bill proposes to transfer the entire area so the Fish and Wildlife Service can work out arrangements with War Assets, with the Forest Service, with the Soil Conservation Service, and the other agencies that are now in the picture.

Mr. BONNER. What will it cost you to operate that area—the area you are primarily interested in?

Mr. DAY. \$25,000 a year.

Mr. BONNER. What will it be spent for?

Mr. DAY. Spent for maintenance costs, personnel, and so forth. We would have to have a manager and several assistants to manage the sharecropping; there would be some improvements made—plantings in there of vegetation in the lake to provide food and protection for waterfowl and fish. There would be routine administrative expenditures, equipment, and things of that kind. We probably would have a staff of five or six people.

Mr. BONNER. Then what would you estimate would be the number of birds in that area in 5 years, for example? Have you an estimate?

Mr. DAY. If proper food conditions could be provided we would hope to pull some of the Horseshoe Lake geese here which are now a problem in southern Illinois.

Mr. BONNER. How far is that?

Mr. DAY. Fifty miles. We hope to divert a part of that flock into this area.

Mr. BONNER. Do you have any rest areas in Horseshoe Lake?

Mr. DAY. About 3,500 acres owned by the State of Illinois Conservation Department within the area. All the rest of it is open to commercial shooting where you can go in and for \$20 sit in a pit and shoot the birds as they come out from this tiny refuge to feed. It is not a large enough area to give the birds protection. We are interested in Crab Orchard because it provides a large enough area so that the birds can be fed and taken care of on the refuge, thereby getting away from the difficulty around Horseshoe Lake and provide a good wintering area in a section of the country which badly needs it.

Mr. BONNER. What caused your interest in these other areas?

Mr. DAY. Interest in the other areas was created by Congressman Bishop who was trying to help work out the administrative details and to see that one organization is responsible, working with the other Government interests.

Mr. HANKIN. Is that all the outside interest you have?

Mr. DAY. We are interested primarily in wildlife.

Mr. BONNER. You have had your biologists in the different areas to study this area?

Mr. DAY. That is right.

Mr. BONNER. You have a report here showing what they testified will be developed in that area and what the area itself will develop from the tests you have made and samples you have taken justifying

your request that this will be a valuable rest area for migratory wildlife?

Mr. DAY. Yes.

The first hearing was devoted almost entirely to testimony by personnel of the Fish and Wildlife Service and others.

Mr. BONNER. How deep is the water; what is the average depth?

Mr. DAY. Reasonably shallow in this portion.

Mr. BONNER. Still confining myself to the main area.

Mr. DAY. My guess would be it probably does not run over 10 feet deep. Most of it is even less than that—2 to 4 feet.

Mr. BURKE. Thank you, Mr. Day.

Mr. HANKIN. Considering there are 94 miles of railroad in that area and many miles of telephone lines, electric lines, and so on, and considering that in order to operate that industrial area economically there would have to be an expansion of industry there, what provisions are you making for the expansion of industry in that area? Have you any plans for it?

Mr. DAY. At the moment, none; except to explore with industry what they propose to do.

Mr. HANKIN. Assuming it is necessary to construct additional plants in order to make industry economical, what will happen to your wildlife refuge there? Which will force out which?

Mr. DAY. We do not contemplate it will be necessary for that to happen in any time because we feel the area is large and diversified enough to support both.

Mr. HANKIN. You feel those few buildings are all the industries that that area can support?

Mr. DAY. No; I would not say that at all.

Mr. HANKIN. How much of an expansion could you contemplate; or are you going to go at it without expanding industry at all?

Mr. DAY. I imagine industry will expand itself if it wants to come in there.

Mr. HANKIN. You will sit by and watch it do that?

Mr. DAY. And assist in any way we can.

Mr. BONNER. What will attract additional industry into that area?

Mr. HANKIN. Industry attracts industry. If you build a number of plants in there—

Mr. BONNER. What is in there to attract additional industry?

Mr. HANKIN. You have an area of a quarter million people.

Mr. BONNER. I mean that specific area you have fenced off there.

Mr. HANKIN. You have water.

Mr. BONNER. Are there water power plants there?

Mr. HANKIN. No; but a short distance from there there is an abundance of electric power.

Mr. BONNER. You cannot put industry on this part covered with water; can you?

Mr. HANKIN. No; but you can utilize water power for industry.

Mr. BONNER. What type of industry would you utilize it for?

Mr. HANKIN. Chemical plants and all sorts of plants.

Mr. BONNER. You mean you will dump the crude?

Mr. HANKIN. Contaminate the water?

Mr. BONNER. Yes.

Mr. HANKIN. That would have to be processed before water is returned to the lake.

Mr. BONNER. It is not generally done where there are industrial plants. Do you know of any plants that keep out pollution?

Mr. HANKIN. There is an entire movement against pollution of water by industrial plants.

Mr. BONNER. I am interested in that movement and also in the preservation of wild fowl.

Mr. HANKIN. No doubt about it.

Mr. BONNER. I am asking you: That is what you contemplate, then; putting in some chemical industry in there which would dump their refuse in this water and pollute it?

Mr. HANKIN. We are not introducing industry in order to pollute the water.

Mr. BONNER. You mentioned that yourself; I did not.

Mr. HANKIN. The water would have to be chlorinated so as to make it safe if there is pollution.

Mr. BURKE. If you gentlemen are through, there is a gentleman in the back row asking to be heard.

**STATEMENT OF C. R. GUTERMUTH, VICE PRESIDENT, WILDLIFE
MANAGEMENT INSTITUTE, WASHINGTON, D. C.**

Mr. GUTERMUTH. The testimony which Congressman Bishop just gave does pretty much what I had hoped to do here in this hearing, gentlemen.

Some of the statements which have been made here and some of the things which have been brought out in testimony are quite contrary to my thinking and my own personal knowledge of Crab Orchard Lake. I have been over that area considerably. I spent most of my life in the Middle West. I am a Hoosier, and have been in Washington only a couple of years.

I was back there at Crab Orchard Lake just a year ago. I am glad to hear what Congressman Bishop says about the fine reception he got on his visit home because that bears out entirely what I know of the public opinion of that area.

You are talking about industry. I contend you have a tremendous industry there now in Crab Orchard Lake. I was there a year ago when the temperature was around 100 and I saw people and talked with people from Indiana and from Missouri. I saw the people in the afternoon flock down to that lake—that tremendous lake there where you can get in a speedboat. I am not talking about a little outboard motorboat, but I am talking about these fast crafts, such as Chris-Craft, where you can ride by the hour over that lake. It is a tremendous place. I saw the business brought into that community, and I do not think we should overlook that. I think the recreational possibilities of that area today far overshadow a great many of these other things we are hopeful might some day become possible in that area.

I saw your garages, your hotels, and your restaurants in that area filled to capacity in June of last year, and I talked with a great many of the merchants in Carbondale.

I, gentlemen, am not representing the Government. I was not at Crab Orchard Lake with any specific purpose at all—merely to see and enjoy that area. My business happened to be in the outlying parts of the county looking after some other wildlife interests. I talked

with those people about the benefits they were getting from that lake.

I want to tell you the business folks and a great many of the farmer folks around there appreciate that area.

You talk about some of these fearful things that have been brought up here about this airplane situation. I submit that one of the biggest wildlife refuges in the United States or on the continent, if you please, is the great Bear River Refuge on the shores of the Salt Lake. Go out there today. I was there a short time ago and flew into that great Salt Lake airport from the west and flew right over the Great Bear River marshes.

I say to you that airplanes and ducks and geese are going to have to get along together on this continent. After all, these airplanes are here to stay, and I certainly can say without any if's or and's that the wildlife is here to stay, too. I think they will get along together and we do not need to be concerned about it.

Furthermore, there is another matter of practical experience. I was on a Chicago & Southern flight out of Chicago going into Illinois a short time ago. When we stopped at one of the small airports in Illinois the pilot told my wife and me about the fact they hit a duck a short time before landing. There the duck was splattered all over the front of the airplane. There is nothing unusual about that. We will encounter those things right along.

The point I want to get across is that we, the passengers in that plane, had no knowledge whatsoever of the fact we had struck a duck in flight. Those things are not as serious as some of these folks would like to have us believe.

* The point of issue, it seems to me here, is not a question of whether or not this area is going to be taken away from those folks down there. Ex-Congressman Keller brought out the fact, or tried to bring out the fact time and time again, that this is a local issue. I contend it is not a local issue. After all, that property down there was not built by the people in that section of the country, and I am one of those folks, too. Maybe I lived across that line in Indiana, but I am a midwesterner. Those properties were built, they were created, built and developed by Federal funds.

The question now is not a question at all of what we are going ultimately to do with that area. The question here is merely one of whether we are going to administer that area by one Federal agency or will it be administered by another one. That is the only question before this committee, as I see it. We are not concerning ourselves with the ultimate possibility of this area, not at this particular time. If the time comes, and I say if the time comes, that those former landowners in that area come down here and ask this Congress for permission to repurchase that property in there, then I say to you it is time we might consider that sort of thing. But that issue is not before the House today and, furthermore, I say to you those people have not indicated to my knowledge, at least, that they have any particular desire of buying back that property. Yes; there are a few other folks here who say they represent great numbers of people, but I know from their testimony that they do not represent some of the people that I know and talked to. I am convinced of that. So whom do they represent? I do not know.

The point is that if those folks are interested in the repurchase of that property I say let them make their wishes known. When that time comes, Congress, I think, can well consider the advisability of returning this land to them.

There has been a lot of talk here about Wildlife interests taking over some vast areas that is worth millions or billions of dollars. I do not know what the statement was. It was at least millions.

Mr. HANKIN. \$44,000,000.

Mr. GUTERMUTH. I say that value is pretty much in the past. That so-called inflated value which is being placed on that property certainly is not in my opinion the value of it today. That is only one man's opinion. The millions they are speaking of are the funds used for the development of that vast war enterprise. That value is not here today.

I was glad to hear Mr. Keller testify to the fact that that expenditure made there by the Government well paid for itself. That is my opinion. The question is now what is the best use to be made of that property?

I say to you let's quit all this squabbling about a half dozen agencies administering this place and turn it over to one agency and one head where we can hold that agency responsible for that property there for the development and use of the area for the best interests of the general public.

Thank you.

Mr. KELLER. Do you mean to say there has been no attempt made for the farmers to ask for the return of that land to farming?

Mr. GUTERMUTH. There may be. I did not say there was no attempt.

Mr. KELLER. You said if they want it back let them ask for it. How would you have them do that?

Mr. GUTERMUTH. Other interests, Mr. Keller, have found a way to make their wants known. I think the same privilege is available to the farmers.

Mr. HANKIN. I am representing the Williamson County Farm Bureau as counsel. I have requested an amendment to this bill giving those former owners a priority to purchase that land. What other method would you employ?

Mr. GUTERMUTH. I think that method is perfectly all right. The point I brought out was that I said I could not find any testimony where there were any farmers themselves who expressed a desire to repurchase the property they previously owned.

Mr. HANKIN. Have you read the resolution of the Farm Bureau?

Mr. GUTERMUTH. I did not read the resolution; no. I heard your testimony.

Mr. HANKIN. Have you read the petition sent to the Secretary of the Interior by the farmers in that area?

Mr. GUTERMUTH. I could see nothing in that testimony which indicated there was any specific request made by any individual at all for the repurchase of the land that he, himself, owned; no.

Mr. HANKIN. Would you say in considering a general bill of this sort specific special legislation should be adopted authorizing the sale of land to Mr. X, Mr. Y, Mr. Z, and so on?

Mr. GUTERMUTH. No, but I think there should be some definite and positive indication that the people who formerly owned that property

and the ones who would be permitted to repurchase the property should make some kind of a definite request for the property.

Mr. HANKIN. You would favor, then, an amendment to this bill which would make provision to sell that land immediately to the former owners who want to repurchase it?

Mr. GUTERMUTH. There is no question in my mind, Mr. Hankin, about the fact that the matter of petition is well known in this country. I believe if the former owners of that property were interested enough in the repurchase of that land that the least they could do would be to come forth with a positive petition with the request they be granted the privilege of repurchase. Even that is beside the point.

You fellows keep talking about all of that sort of thing. You keep talking constantly about what somebody wants back. That issue is not before this hearing, Mr. Hankin.

Mr. HANKIN. You brought it in.

Mr. GUTERMUTH. No; I did not. I brought it in in rebuttal of the statements that have been made here. You constantly keep trying to inject into this picture the question of whether or not this property should be returned to the landowners, and that question is not before this committee. The question here is whether or not this property shall be administered by one group of agencies here or by an individual.

Mr. HANKIN. The question is whether it should be turned over to ducks and geese or the people.

Mr. GUTERMUTH. Yes, by an agency.

Mr. HANKIN. You say it should be turned over to ducks and geese, and we say it should be turned over to the people.

Mr. GUTERMUTH. I submit if you have a desire to have this land reconverted to the former owners that thing should be presented to Congress for consideration.

Thank you, gentlemen.

Mr. BURKE. Gentlemen, I do not like to close this meeting.

Mr. WHITTET. If it is the wish of the Congress that the entire area be turned over without reimbursement, War Assets has no general objection. However, in one portion of your amendment, Mr. Bishop, the priority rights to former owners would not be taken care of by this language. You refer here to the general purposes of section 2 of the Surplus Property Act. That deals only with the objectives of the act and not the priority rights.

So if you could substitute there, "As are consistent with the provisions of the Surplus Property Act of 1944 and War Assets regulations issued thereunder," you would take care of the former owners.

Mr. BISHOP. I definitely want that done.

Mr. WHITTET. I know you do, and that is why I suggested that change.

Mr. BISHOP. May we have that change written in?

Mr. BURKE. Surely.

Mr. WHITTET. I also think there should be a provision inserted for the protection of the commitments which War Assets already has made and are now negotiating for on the leasing of the industrial area. Those commitments should be protected. There should be a provision for reimbursement for the cost of decontamination which War Assets will be subjected to and there should be a provision in the event of disposal of any portion which is surplus to the needs of

the Wildlife Department that it be declared on an acceptable basis.

I wanted to get on the record that was our thinking.

Mr. BURKE. You have submitted your amendment, Mr. Hankin?

Mr. HANKIN. Yes. I make the request again that the record be left open so that as we get additional material which we think will be helpful to the committee, we might transmit it to the chairman.

Mr. BURKE. That will be agreeable, I think.

The same applies to you, Mr. Bishop.

That closes the hearings, gentlemen. I dare say there will be no further hearings on this bill. Matters we have heard will be taken under advisement and our recommendations submitted to the main Committee on Merchant Marine and Fisheries.

The meeting is adjourned.

(Whereupon, at 12:10 p. m., the hearings on H. R. 3043 were closed.)

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OFFICE OF BUDGET AND FINANCE
Division of Legislative Reports

(For administrative information only)

HEARINGS BEFORE HOUSE MERCHANT MARINE AND FISHERIES COMMITTEE ON H. R. 3043, TO
TRANSFER CRAB ORCHARD LAND UTILIZATION PROJECT TO INTERIOR, JUNE 4, 1947

Chairman Burke and five other Committee members were present most of the time. The two-hour hearing was given over to opponents of the bill. Charles Hamilton, Carbon-dale, Illinois, a former Federal Housing Administrator for Illinois and the first superintendent of the Crab Orchard Lake Project, sketched the background of the area about the project and the history of the reasons for establishment of the project. He said the main purpose was to provide a basis for employment of large numbers of persons formerly engaged in coal mining. He emphasized that development of Crab Orchard Lake, the water source for potential industry, is the most important phase of the project. He stated 3,300 people are now employed in industry in the surrounding area and that 12,200 are unemployed. He also said 12,000 acres of good agriculture land purchased early in the war and a part of the Illinois Ordnance Plant are good farm lands and not of the same type as included in the new project.

Gregory Hankin, a Washington, D. C. lawyer representing Southern Illinois, Inc., submitted data on the Government's investment in the project in support of a claim that it was too expensive to use as a reservation for wild fowl. He outlined the use capabilities of different portions of the area, their status of development and indicated the prospective income that might be obtained from it. He pointed out that a new Veterans' Administration Hospital directly overlooks the lake. He told how Mr. Salyer of Fish and Wildlife Service had been trying over the years to obtain the project as a wildlife refuge.

Ex-Congressman Kent Keller testified that his interest in the project is due to his interest in the people of the area. He pointed out that development of the area is relatively slow-moving, that the people of the area are gradually accomplishing their objective of utilizing it to provide employment opportunities, that the Illinois Ordnance Plant was established in that general area only because Crab Orchard Lake had been constructed and provided a water supply, that the Veterans' Administration Hospital had been located nearby because of the lake, and that industries employing 3,300 people were encouraged to locate nearby as a part of the whole development scheme.

Mr. Tremmel, Stoneport, Illinois, representing the Farm Bureau of Williamson County, introduced a resolution from 700 farmers in the County Farm Bureau opposing the use of the Illinois Ordnance Plant lands for fish and wildlife purposes.

The chairman of the Committee announced that he had received reports on H. R. 3043 from the Secretary of War, from the Secretary of Agriculture, and four reports from the Department of the Interior—three from Mr. Krug and one from Mr. Day of the Fish and Wildlife Service.

The Committee plans to hold a final hearing on June 18, at which both proponents and opponents will be given an opportunity to conclude their cases.

George R. Phillips*
Secretary's Office

*In cooperation with the Division of Legislative Reports.

OFFICE OF BUDGET AND FINANCE
Division of Legislative Reports

(for administrative information only)

HEARINGS BEFORE A HOUSE MERCHANT MARINE AND FISHERIES SUBCOMMITTEE ON H. R. 3043, TO
TRANSFER CRAB ORCHARD LAND UTILIZATION PROJECT AND ILL. ORDNANCE PLANT TO INTERIOR
DEPARTMENT, JUNE 13, 1947

Whitten, WAA, did not object to the Ordnance Plant transfer but said uniform dis-
posal procedure under the Surplus Property Act would be desirable.

Mark Venable, Field Trials Association, testified in favor of the bill. He claimed
he was president of Southern Illinois, Inc. previously agreed on use of the area for wild-
life purposes but is now opposing such use.

Congressman Kent Keller testified against the bill. He said the Crab Orchard Project
was conceived as a source of water supply to form a basis for industrial development and
that cheaper lands could be obtained for wildlife purposes without using good farm land
in the Ordnance Plant Property. He stated that industrialization is being held up
because of the possibility Interior may obtain the land for wildlife use. The William-
son County Farm Bureau, he stated, is fighting H. R. 3043. He said no criticism of
USDA administration of the area developed until Interior started support for use of the
area for wildlife purposes. He thought drawing large numbers of wild fowl to the area
would increase aviation hazards in view of the airports in the area.

Congressman Bishop, author of the bill, said FS, SCS, FCA, War, WAA, and Fish and Wild-
life Service have responsibilities in the area, and said the bill simply proposes to
put responsibility under one agency, Fish and Wildlife. He proposed amendments authori-
zing lease of certain of the lands for industrial purposes.

Mr. Hamilton, counsel for the Williamson County Farm Bureau and Southern Illinois, Inc.,
proposed a substitute bill to require sale of acquired lands in the Ordnance Plant,
transfer of former Crab Orchard Project lands back to USDA, and continued administration
of the entire project by USDA.

Mr. Day, Fish and Wildlife Service, felt that a wildlife refuge would have been established
if these lands except for Mr. Keller's opposition. He said his agency planned to ex-
clude industrial use of the area, to administer the recreational facilities, to use the
upper part of the lake for wildlife purposes, and to transfer certain of the lands to
Forest Service or arrange for FS administration of the lands. He emphasized the FS
interest in "managing" the forest lands rather than in "acquiring and managing" them.

Mr. Guttermuth, Wildlife Institute, urged management of the area by one Federal agency
rather than the present six.

Carl R. Sapp, B&F*

This is a summary of a more detailed statement by Mr. George R. Phillips, Secretary's
Office, which can be borrowed from the Division of Legislative Reports.



13. FLOOD CONTROL; SURPLUS PROPERTY. The Expenditures in the Executive Departments Committee reported with amendment S. 1515, to make surplus property available for the alleviation of damage caused by flood or other catastrophe (S.Rept. 435) (p. 8400).
14. FEDERAL AID TO EDUCATION. The Labor and Public Welfare Committee reported with amendment S. 472, to authorize the appropriation of funds to assist the States and Territories in financing a minimum foundation education program of public elementary and secondary schools, and in reducing the inequalities of educational opportunities through public elementary and secondary schools, and for the general welfare (S.Rept. 425) (p. 8400).
15. AUDITING. Received the GAO audit report of the Defense Homes Corporation for the fiscal year 1946. To Expenditures in the Executive Departments Committee. (p. 8398).
16. SUGAR. Received a Mich. Legislature resolution urging increased sugar allotments for home consumption and removal of all sugar controls (pp. 8398-9).
17. ST. LAWRENCE SEAWAY. Received a Wis. Legislature resolution favoring this project (p. 8399).
18. ADJOURNED until Mon., July 7 (p. 8491).

HOUSE

19. SUGAR. The Agriculture Committee reported without amendment H.R. 4075, the proposed Sugar Act of 1948 (H.Rept. 796) (p. 8372).
The Daily Digest states that this bill will be considered on the floor Thurs., July 10 (p. D486).
20. LANDS. The Merchant Marine and Fisheries Committee reported with amendments H.R. 3043, to transfer the Crab Orchard Creek Land Utilization project, Ill., to Interior Department for use as a wildlife management area (H.Rept. 790) (p. 8372).
21. STATE, JUSTICE, COMMERCE, AND JUDICIARY APPROPRIATION BILL, 1948. Both Houses agreed to the conference report on this bill, H.R. 3311, and to the amendments in disagreement (pp. 8349-53, 8405-6). The amount for cooperation with Latin America was set at \$3,900,000 by the conferees (House figure, \$3,000,000; Senate figure, \$4,300,000). This bill will now be sent to the President.
22. SOIL CONSERVATION; FARM LOANS. The Agriculture Committee ordered* reported S. 512, to extend the SCS, ACP, and FHA programs to the Virgin Islands (p. D484).
23. PLANT QUARANTINE. The Agriculture Committee ordered* reported S. 336, to authorize the Secretary of Agriculture to limit the entry of nursery stock from foreign countries to that needed for propagation purposes in order to protect American interests from insects and plant diseases, and authorize the Secretary to require such stock to be grown in post-entry quarantine (p. D484).
24. NATIONAL FORESTS. The Agriculture Committee ordered* reported H.R. 1809, to facilitate the use and occupancy of national-forest lands by authorizing the Secretary to grant long-term occupancy permits for summer homes, hotels, etc., for a wider variety of purposes, and by extending the acreage limitation from 5 to 80 acres (p. D484).

* Copies of these bills and reports will not be available until the bills are actually reported, when this Digest will include statements to that effect.

25. RUBBER; ALCOHOL; FARM PRODUCTS. Rep. Curtis, Nebr., spoke in favor of continuing our plants for the manufacture of "farm-produced synthetic rubber," expanding markets for alcohol produced from farm products, and discussed four proposals for overcoming the price-disadvantage problem (pp. 8355-60).
26. WAR POWERS. The Judiciary Committee ordered* reported with amendments S.J.Res. 123, to declare the termination of certain emergency and war powers (p. D435).
27. LANDS. The Public Lands subcommittee ordered* reported to the full committee H.R. 1330, to abolish the Jackson Hole National Monument (p. D435).
- * Copies of these bills and reports will not be available until the bills are actually reported, when this Digest will include statements to that effect.
28. GOVERNMENT PROPAGANDA. Rep. Miller, Conn., criticized propaganda in connection with three newspaper articles on public utilities, which he inserted and which he said made "plain implication...that ...the subcommittee had reached a conclusion even before hearing the testimony in opposition to the proposals" (pp. 8361-3).
29. TAXATION. The Ways and Means Committee reported without amendment H.R. 3950, the individual income tax-reduction bill which would become effective Jan. 1, 1948 (p. 8372).
30. RESEARCH; INFORMATION. Rep. Shafer, Mich., called attention to a Department press release on clothing stains that may come from scorched ironing-board covers, and stated "I would be very much interested to know how many people the United States Department of Agriculture has had to keep on its pay roll in order to discover this important fact and to convey it to the public" (p. 8370).
31. ADJOURNED until Mon., July 7 (p. 8372). The Daily Digest lists the following program for this week: Mon., consent calendar and consideration of bills under suspension of the rules; Tues., income-tax reduction bill; Wed., D.C. appropriation bill and Presidential succession bill; Thurs., H.R. 4075, proposed Sugar Act of 1948; and Fri. and Sat., employees' loyalty, National Science Foundation, repeal of emergency and war powers, and National Mineral Resources Division bill (p. D436).

BILLS INTRODUCED

32. WATER UTILIZATION. H.J.Res. 225, by Rep. Sheppard (Calif.); H.J.Res. 226, by Rep. Phillips (Calif.), and S.J.Res. 145, by Sen. McCarran (Nev.), for himself and others, to authorize commencement of an action by the U.S. to determine interstate water rights in the Colorado River. To House Judiciary Committee. Senate measure not referred to committee. (pp. 8400, 8373). Remarks of Sen. McCarran (pp. 8400-1).

ITEMS IN APPENDIX

33. PRICES; MEAT SHORTAGE. Speech in the House by Rep. Murray, Wis., analyzing the meat situation, giving reasons for shortages and high prices, and pointing out USDA's part in the responsibility for the present meat situation (pp. A3534-4).
34. APPROPRIATIONS. Speech in the House by Rep. McCormack, Mass., criticizing appropriation reductions which would cause a loss in revenue and failure of service to farmers, particularly soil conservation (p. A3516).
- Rep. Price, Ill., inserted a St. Louis Post-Dispatch editorial criticizing appropriation reductions (pp. A3531).

TRANSFERRING LANDS TO THE SECRETARY OF THE INTERIOR

JULY 3, 1947.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. BURKE, from the Committee on Merchant Marine and Fisheries, submitted the following

REPORT

[To accompany H. R. 3043]

The Committee on Merchant Marine and Fisheries, to whom was referred the bill (H. R. 3043) to provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

The amendments are as follows:

Page 2, line 8, after the words "purposes of this Act," strike out the remainder of section 2 and insert in lieu thereof the words:

including the development of wildlife conservation, agricultural, recreational, industrial, and related purposes. Such lands as have been or may hereafter be determined to be chiefly valuable for industrial purposes shall be leased for such purposes at such times and under such terms and conditions as are consistent with the general purposes of section 2 of the Surplus Property Act of 1944, as amended, and with the purposes of this Act. Except to the extent otherwise provided in this Act, all lands herein transferred shall be administered by the Secretary of the Interior through the Fish and Wildlife Service in accordance with the provisions of the Act of August 14, 1946 (Public Law 732, Seventy-ninth Congress) and acts supplementary thereto and amendatory thereof for the conservation of wildlife, and for the development of the agricultural, recreational, industrial, and related purposes specified in this Act.

Page 2, line 23, strike out the words "sale or other disposition of lands," and insert in lieu thereof the words "lease of lands chiefly valuable for industrial purposes,".

PURPOSES OF THE BILL

The purpose of this bill is to transfer certain lands owned by the United States to the Secretary of the Interior in order to permit their use as a wildlife management area and to assist in their develop-

ment for agricultural, industrial, and recreational purposes. To accomplish this objective, section 1 of the bill specifies that the interests of the United States in tracts of land known as the Crab Orchard Creek project and the Illinois ordnance plant in Williamson, Jackson, and Union Counties, Ill., are transferred to the Secretary of the Interior. Provision is made in the second section that the Secretary shall classify the land to determine, in cooperation with Federal, State, and other organizations, the most beneficial use that may be made of it; such lands as are valuable for industrial purposes shall be leased for such use in accordance with the general provisions of section 2 of the Surplus Property Act of 1944, as amended. That section further provides that the land transferred to the Secretary of the Interior shall be administered through the Fish and Wildlife Service in accordance with the provisions of the act of August 14, 1946 (Public Law 732, 79th Cong.), and for the development of agricultural, recreational, and industrial purposes. Under the terms of section 3, all moneys received from the lease of the industrial lands shall be credited to the current appropriations for the administration of wildlife refuges and shall be expended for the administration, maintenance, and development for wildlife management purposes of the lands made available by this bill. It will be seen that this bill will accomplish two purposes: First, it will establish a wildlife refuge; second, it will bring under a single department of the Government adjoining lands presently being administered by several Federal agencies.

The land to be transferred to the Secretary of the Interior under the terms of this bill consists of 43,896 acres, including an artificial lake of approximately 7,000 acres. The land comprising the Crab Orchard Creek project was originally obtained by the Resettlement Administration in 1936 and subsequently the project was taken over by the Department of Agriculture. In the course of the development of the project, approximately 31,550 acres of land were purchased and a dam built to create a lake of approximately 7,000 acres. Roads were built, reforestation started, and a few recreational facilities installed. In April 1942, an Executive order transferred approximately 10,285 acres of this project to the War Department for its use and that Department purchased an additional adjoining 12,300 acres. The two tracts thus obtained by the War Department were incorporated into the Illinois ordnance plant; the entire War Department tract has recently been declared surplus and certified to the War Assets Administration, which now has the property available for disposal pursuant to the Surplus Property Act of 1944. Except for that portion of the land which was used by the War Department during the war period, this tract has been principally utilized by the Department of Agriculture in connection with soil conservation and related activities, with a small revenue received from them through lease of grazing lands.

Because of its location along the flyway for migratory waterfowl and because of the existence of the water supply created by the artificial lake, this area is peculiarly and particularly suited for the development of a waterfowl refuge. For several years the Fish and Wildlife Service has recognized the need for a larger waterfowl refuge in this area, but has been unable to purchase the requisite tracts because of high land prices. As the land described in this bill is presently

owned by the Government and is excellently suited for the purpose desired by the Fish and Wildlife Service, that agency has strongly urged approval of the proposed legislation.

While this land is extremely valuable for wildlife conservation purposes, parts of it also are well suited for industrial, agricultural, and general recreational use. Your committee has been informed by the Fish and Wildlife Service that their utilization of this land for a wildlife refuge will not prevent its use for industrial, agricultural, and recreational purposes, but that, on the contrary, the program which they contemplate and which is provided for in this bill will assist in the development of this tract for these other purposes. A pledge was given by the Director of the Fish and Wildlife Service that, if this bill is enacted, that Service will make unrelenting efforts to attract and develop industrial uses of this tract. They have also submitted a plan for the operation of the refuge which will provide for the development of the area for recreational purposes and for the institution of a permanent program for agriculture. Yet cost to the Government for the administration of this project will, it is estimated, be in the neighborhood of only \$25,000 per year.

Most residents of the area in which these lands are located appear in favor of this bill. Their position is that the development of the wildlife refuge will attract numerous persons to the area, which in turn will provide business opportunities to many persons now residing in this section presently beset with unemployment problems. Opposition to the plan has been made by a few representatives of agricultural interests who desire that the land be made available for sale for agricultural purposes.

As will be seen from the correspondence set forth below, the three Government agencies presently having an interest in this property (the Interior, War, and Agriculture Departments) are not in accord concerning the desirability of this bill. The Secretary of the Interior has recommended that the proposed legislation be enacted on the grounds that a wildlife refuge is necessary in this area, that the tract is particularly suited for it, and that the development of the property for industrial, recreational, and agricultural purposes can best be handled under a single comprehensive plan. On the other hand, the Secretary of War has indicated opposition to the enactment of this bill as it affects the Illinois ordnance plant. Although that plant has been declared surplus, certain portions of it are presently being used under lease to a private concern as an ammonium-nitrate plant in connection with the War Department's fertilizer program. Agreement has been reached with the Fish and Wildlife Service to the effect that its program for this property will in no way change the status of this plant, thus obviating the War Department's objection to this bill. Opposition to the bill was also expressed by the Secretary of Agriculture insofar as it relates to the Crab Orchard Creek project. His view is that part of this property, which adjoins the Shawnee National Forest, should be administered as a part of that forest and developed for recreational and industrial purposes. Similarly, the Fish and Wildlife Service has agreed to conduct its program in accordance with the Secretary of Agriculture's views as to the utilization of this part of the tract, thus avoiding this objection to the bill. A representative appearing for the War Assets Administration has indicated that that agency has no objection to the bill, but is of the opinion that the

disposal of any property should be in accord with the Surplus Property Act of 1944, as amended. His proposal has been adopted by the committee's amendment.

Your committee has considered at length the views concerning the desirability of this legislation, and has resolved them in favor of the recommendations of the Interior Department. This decision has been based on the fact that your committee is of the opinion that development of this wildlife refuge is highly desirable, that this property is well suited for such use, and that it seems desirable that the property be transferred in its entirety to a single Government department which can coordinate its utilization for agricultural, industrial, and recreational purposes with its use for a refuge. Moreover, such development for industry, agriculture, and other purposes will not, we believe, be hindered in any way by use of part of the property for a waterfowl refuge as provided by this bill. Your committee is of the opinion that placing this property under the administration of a single Government department is highly desirable; as the Fish and Wildlife Service has agreed to administer the property so as to comply with the Agriculture and War Department's views, your committee feels that their objections to the bill have been satisfactorily resolved. Accordingly, your committee recommends enactment of this bill.

The reports of the Interior, War, and Agriculture Departments are set forth below:

THE SECRETARY OF THE INTERIOR,
Washington 25, D. C., May 21, 1947.

HON. FRED BRADLEY,

*Chairman, Committee on Merchant Marine and Fisheries,
House of Representatives.*

MY DEAR MR. BRADLEY: Reference is made to your letter of April 17, requesting a report on H. R. 3043, a bill to provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes.

I recommend that the proposed legislation be enacted.

The bill would transfer to the Secretary of the Interior the administration of approximately 43,896 acres of land, 31,544 acres of which were acquired some years ago by the Federal Government under its program for the retirement and reclassification of primarily submarginal lands. The balance of the area, 12,352 acres, was acquired by the War Department for use as an ordnance plant and now has been declared surplus to its needs. The original area, known as the Crab Orchard Creek project, together with the lands purchased by the War Department, constitutes a holding by the United States which lends itself readily to four general types of use, namely, wildlife, recreational, agricultural (including forestry), and industrial. Except for the use of a portion of the area by the War Department during the war period, the lands have been utilized heretofore principally in connection with the soil conservation and related activities of the Department of Agriculture. However, it is believed that all of the four general uses named can be correlated to provide for a most beneficial use from a public-purpose point of view under the authorizations provided in the proposed legislation.

The area is particularly adaptable for recreational and wildlife conservation purposes because of the existence of Crab Orchard Lake and two other partially completed impoundments known as Little Grassy Lake and Devils Kitchen Lake. Crab Orchard Lake extends over nearly 7,600 acres of the project and under proper management and development should enhance not only the wildlife and recreational possibilities of the area but also the value of certain portions of the area for both agriculture and industry.

Southern Illinois, because of its strategic location in the heart of the Mississippi flyway, has always been the location of important waterfowl concentrations. These concentrations have continued in recent years but meanwhile adequate waterfowl resting and feeding areas have diminished so rapidly that the ducks—and especially the geese—of the Mississippi flyway, which have from time immemorial used this area, are now in dire distress. For years the Fish and Wild-

life Service has recognized the need for a major waterfowl refuge in southern Illinois. Attempts were made to purchase several areas but failed because of exorbitant land prices and economic dislocation. Finally it became apparent that the most practical opportunity for the location of such a refuge was on an arm of the large Crab Orchard Lake Reservoir constructed by the Resettlement Administration and the Soil Conservation Service.

It is believed that approximately one-half of the total project area, now enclosed with a paddock-type steel fence, should be included within the wildlife refuge. As thus proposed, there would be about 2,900 surface acres of water, the east arm of Crab Orchard Lake, in the center of the refuge, and the balance of the lake area, some 4,700 surface acres of water, would be outside of the refuge. Under such a plan the refuge fits very nicely into the ultimate development of a large-scale over-all Crab Orchard Lake project. It must not be assumed, however, that the refuge area cannot and will not be utilized to a considerable extent for recreational and agricultural uses. All activities now going on at the reservoir could continue without restraint. These include such sports as fishing, boating, swimming, picnicking, and allied activities.

The balance of the area, including that portion of Crab Orchard Lake lying west of the proposed refuge, together with surrounding lands, is particularly adaptable for recreational uses and for a certain type of agricultural development. In addition, plans for Little Grassy Lake, the development of which has been held in abeyance for some time, call for complete recreational use which would include picnicking, boating, fishing, swimming, and, most important of all, a public shooting area. Again, the Devils Kitchen Lake, when the dam is completed, will be an ideal location for camp sites for Boy Scouts, Girl Scouts, 4-H Clubs, and similar organizations. Private cabin sites on this latter lake could be made available to the public on long-term leases at reasonable annual rentals. This lake also would provide for fishing, boating, swimming, and public hunting.

During the use by the War Department of some 22,000 acres of the project, a number of industrial facilities and sites were developed and the use of such sites for industrial purposes can and should be continued. The use of these sites for industrial purposes will not interfere with the use of other areas for wildlife conservation, recreational, and agricultural purposes. On the contrary, all four of these uses can be integrated closely in this somewhat unique situation. However, all of these uses can be properly correlated only if they are developed under a single comprehensive plan of the nature set out in the proposed legislation.

In view of my understanding that you desire an immediate report on H. R. 3043, it has not been possible to obtain clearance of this letter through the Bureau of the Budget. Therefore, no commitment can be made concerning the relationship of the foregoing views to the program of the President.

Sincerely yours,

J. A. KRUG,
Secretary of the Interior.

DEPARTMENT OF AGRICULTURE,
Washington, May 29, 1947.

CHAIRMAN, COMMITTEE ON MERCHANT MARINE AND FISHERIES,
House of Representatives.

DEAR MR. CHAIRMAN: In response to Mr. Bradley's request of May 21, 1947, for the views of this Department on H. R. 3043, a bill to provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes, we are glad to submit the following:

H. R. 3043 would transfer to the Secretary of the Interior all of the interests of the United States in and to the Crab Orchard Creek land utilization project and the Illinois ordnance plant, in Williamson, Jackson, and Union Counties, Ill. It would direct the Secretary of the Interior to sell or otherwise dispose of certain lands acquired by the United States in connection with the Crab Orchard project, and to administer the remainder as a wildlife management area and use the proceeds of sale for the administration of the wildlife area.

It would also provide for similar disposal of certain lands of the Illinois ordnance plant, for the administration of the remainder as a wildlife management area and for the use of the proceeds of sale for the administration for the residue lands as a wildlife area.

It is important to consider the two areas separately because of the different circumstances surrounding their acquisition, development, use, and status.

The Crab Orchard Creek land utilization project was established by the Resettlement Administration in 1936 to remove from cultivation lands unprofitable for

long-time agricultural use, to promote conservation of soil and water through forestry and grazing control, to aid in flood control, to assist in unemployment relief, and to provide recreational opportunities and facilities for people resident in the area and in population centers tributary thereto.

The project was taken over by this Department upon transfer to it of the Resettlement Administration and carried through to its present status. In course of development, approximately 31,550 acres of land were purchased, Crab Orchard Creek was dammed to create a lake of some 6,900 acres, roads were built or relocated, forest plantations were established, and certain recreation facilities were installed.

By Executive order of April 1, 1942, approximately 10,225 acres of the purchased lands were transferred to the jurisdiction of the War Department for military purposes. They did not revert to this Department when no longer needed for military purposes and so are not now a part of the Crab Orchard project. These transferred lands, together with approximately 12,300 additional acres purchased by the War Department, constitute the Illinois ordnance plant. This plant has now been declared surplus by the military and certified to the War Assets Administration, which has assumed custody thereof, and most of the land therein has been referred by the War Assets Administration to the Farm Credit Administration of this Department for disposal pursuant to the Surplus Property Act of 1944. We understand that the Fish and Wildlife Service desires to obtain custody of such land for management as a wildlife area. The area is surrounded by a heavy wire fence that adds to the feasibility of administering it as a unit. However, if any of the area is to be disposed of for agricultural use, the Farm Credit Administration has authority and is thoroughly qualified to do so. As to the Illinois ordnance plant lands, therefore, including those transferred to the War Department from the Crab Orchard project, this Department has no further comment, except to note that there has existed for some time a tentative understanding between representatives of this Department and of the Department of the Interior that the lands transferred from the Crab Orchard project to the Illinois ordnance plant are suitable for wildlife-management purposes and that, had they been returned to this Department, they would have been recommended for such use and administration by the Fish and Wildlife Service.

Our further comments are directed toward the Crab Orchard project as it is now constituted. It includes some 21,325 acres of lands owned by the United States and administered by this Department, in accordance with the original purposes for which the project was established.

Some 12,125 acres of this land, being that part of it in townships 10 and 11 south, ranges 1 east and 1 west, outside of the Illinois ordnance plant, are within or immediately adjacent to the Shawnee National Forest. They are especially well adapted and suited to administration as part of the national forest, which is managed by the Forest Service of this Department. Such lands are, in the main, rough and hilly, are predominantly not well suited to agriculture, and are chiefly valuable for the growing of timber and regulation of stream flow. A portion of the area has natural forest growth upon it. About 2,500 acres have heretofore been planted to forest trees, and some 3,000 additional acres should likewise be so reforested. This 12,125 acres is similar in character to the lands within the adjoining national forest, can be effectively administered and managed as a part thereof and should be added to the national forest and permanently devoted to the production of timber, to the protection of watersheds and regulation of stream flow, and to such corollary uses as recreation, grazing, and wildlife production.

The other 9,200 acres, more or less, of the Crab Orchard project includes the dam and about 3,900 acres of the lower portion of the Crab Orchard Lake and the recreational developments. Recreational use of parts of the area has been intensive and is expected to increase. In 1946 an estimated 547,000 person-days of recreation were provided those who visited the lake and surrounding area for picnicking, fishing, swimming, boating, and similar activities. Assurance of public access to and enjoyment of recreational potentialities of the area depend upon continued public control of the lands and of the lake. During recent years, a great deal of consideration has been given, especially by local interested persons and organizations, to the desirability of expanding the project as a basis of industrial installations. Correlation of the many existing and potential uses of the lands and the lake to assure maximum development of all uses appears essential.

Thus, sale or other disposal of certain of the Crab Orchard project lands and arbitrary dedication of all of the remainder to wildlife purposes, as contemplated by H. R. 3043, would conflict markedly with other existing or possible desirable uses of the lands of greater total public benefit and would hamper realization of the full potentialities of the area, as a whole, in the public interest.

The provisions of title III of the Bankhead-Jones Act of July 22, 1937 (50 Stat. 522), to which the Crab Orchard project lands (except those now constituting a part of the Illinois ordnance plant) are subject, grant adequate authority to this Department and to the President to exchange project lands and to sell or to dispose otherwise of them to public agencies for public purposes and to transfer such lands to public agencies for use and administration. Thus, under that act, portions of the project lands best suited therefor could be devoted to national forest purposes, and other portions could be made available for recreational and wildlife management purposes—as on-the-ground studies indicate to be most in the public interest. That such action has not so far been taken is due to the desire of this Department to explore fully the potentialities of the area for public service, to consider fully the needs and desires of local people, and to correlate as fully as possible the several uses of the area and to reconcile or minimize conflicts of such uses.

For the reasons above cited, we feel it to be in the public interest and this Department recommends that H. R. 3043 be amended to provide for administration of the approximately 12,125 acres of the Crab Orchard project in townships 10 and 11 south, ranges 1 east and 1 west, as a part of the Shawnee National Forest and for retention of the remaining approximately 9,200 acres of the Crab Orchard project in public ownership and for their administration for recreational and wildlife purposes rather than solely for wildlife purposes.

In view of the time situation, we have not obtained from the Bureau of the Budget advice as to the relationship of this proposed legislation, or report thereon, to the program of the President.

Sincerely,

CLINTON P. ANDERSON, *Secretary.*

WAR DEPARTMENT,
Washington, D. C., May 29, 1947.

HON. FRED BRADLEY,

*Chairman, Committee on Merchant Marine and Fisheries,
House of Representatives.*

DEAR MR. BRADLEY: The War Department is opposed to the enactment at this time of H. R. 3043, Eightieth Congress, a bill to provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes.

The purpose of the bill is to transfer to the Secretary of the Interior all of the interests of the United States in the lands acquired by the United States in connection with the Crab Orchard Creek project and the Illinois ordnance plant in Williamson, Jackson, and Union Counties, Ill. The bill further provides that the Secretary of the Interior shall classify said lands in cooperation with other interested agencies to determine the most beneficial use that may be made of the subject lands, and thereafter such lands as may be properly utilized for the development of agricultural, industrial, and related purposes shall be sold or otherwise disposed of including exchanges as are deemed to be in the best interests of the United States. All lands not sold or otherwise disposed of shall be administered by the Secretary of the Interior as a wildlife management area under the provisions of the act of August 14, 1946, as supplemented or amended by other pertinent acts.

Approximately 10,000 of the 31,500 acres, more or less, in the Crab Orchard Creek project were transferred by Executive order from the Department of Agriculture to the War Department and are now within the perimeter boundaries of the Illinois ordnance plant. The remaining acreage in the Crab Orchard Creek project is under the jurisdiction of the Department of Agriculture. This report is consequently limited in application to the Illinois ordnance plant including the aforesaid portion of the Crab Orchard Creek project within the boundaries of the ordnance plant. It is assumed that the Secretary of Agriculture and the Administrator, War Assets Administration, will be given an opportunity to express their views on H. R. 3043.

The Illinois ordnance plant was declared surplus to the needs of the War Department on October 26, 1945. Subsequently, on October 10, 1946, certain portions of the plant were withdrawn from surplus for utilization as an ammonium nitrate plant in connection with the War Department fertilizer program. These withdrawn portions include approximately 50 acres of land and 12 buildings for the ammonium nitrate plant, together with some storage buildings and resident houses deemed necessary for its operation. The withdrawn portions do not comprise a single unit but are located in three separate areas of the ordnance plant. It is understood that the War Assets Administration has leased, for a

period of 5 years, 1,906 acres to Southern Illinois, Inc., and 160 acres, containing administration buildings and housing, to the Southern Illinois Normal School.

During the period that it is necessary to operate the ammonium-nitrate plant the War Department must, of necessity, oppose relinquishing the area to any other agency. Present plans call for continued use at least until November 1947 with possibility of operation beyond that date. In approving the partial withdrawal of this facility, the War Assets Administration has undertaken to perform the following functions for the War Department:

(a) Maintenance of railroads from carriers switch to the ammonium-nitrate plant area, with such daily switching service as the War Department may require.

(b) Maintenance of railroad and switching service, as required, to warehouses II-1-1 and II-1-2 in area II.

(c) Maintenance of roads to the ammonium-nitrate-plant area from highway entrance.

(d) Maintenance and operation of water-treating plant and water-distribution system to provide minimum of 1,000,000 gallons per day.

(e) Maintenance and operation of sewage system to satisfy sanitary requirements of a maximum of 200 employees within ammonium-nitrate-plant area.

(f) Maintenance or provision for maintenance of power line in serviceable condition between power-companies terminal and ammonium-nitrate-plant area.

(g) Maintenance or provision for maintenance of telephone line and service to the ammonium-nitrate-plant area.

(h) Maintenance and operation of fire station No. 4 on 24-hour basis.

(i) Provision for ingress and egress over roads and railroads for personnel of the War Department, the operating contractor and/or their representatives.

These services are essential to the proper functioning of the War Department portion of the plant, and must be continued until such time as the plant can be released in its entirety to the War Assets Administration.

For the foregoing reasons, the War Department is opposed to the enactment of H. R. 3043 at this time.

The War Department is unable to estimate the fiscal effect of the subject bill.

Inasmuch as the committee has called hearings on this bill, it is submitted without a determination by the Bureau of the Budget as to whether it conforms to the program of the President.

Sincerely yours,

ROBERT P. PATTERSON,
Secretary of War.

For the information of Members of the Congress the following existing statutes mentioned in this bill are set forth below:

[PUBLIC LAW 732—79TH CONG.]

AN ACT To amend the Act of March 10, 1934, entitled "An Act to promote the conservation of wildlife, fish, and game, and for other purposes"

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Act of March 10, 1934 (48 Stat. 401), is hereby amended to read as follows:

"In order to promote effectual planning, development, maintenance, and coordination of wildlife conservation and rehabilitation in the United States, its Territories and possessions, the Secretary of the Interior, through the Fish and Wildlife Service, is authorized (a) to provide assistance to, and cooperate with, Federal, State, and public or private agencies and organizations in the development, protection, rearing, and stocking of all species of wildlife, resources thereof, and their habitat, in controlling losses of the same from disease or other causes, in minimizing damages from overabundant species, in providing public shooting areas, and in carrying out other measures necessary to effectuate the purposes of this Act; and (b) to make surveys and investigations of the wildlife of the public domain, including lands and waters or interests therein acquired or controlled by any agency of the United States.

"SEC. 2. Whenever the waters of any stream or other body of water are authorized to be impounded, diverted, or otherwise controlled for any purpose whatever by any department or agency of the United States, or by any public or private agency under Federal permit, such department or agency first shall consult with the Fish and Wildlife Service and the head of the agency exercising administration over the wildlife resources of the State wherein the impoundment, diversion, or other control facility is to be constructed with a view to preventing loss of and damage to wildlife resources, and the reports and recommendations of the Secretary of the Interior and of the head of the agency exercising administration over

the wildlife resources of the State, based on surveys and investigations conducted by the Fish and Wildlife Service and by the said head of the agency exercising administration over the wildlife resources of the State, for the purpose of determining the possible damage to wildlife resources and of the means and measures that should be adopted to prevent loss of and damage to wildlife resources, shall be made an integral part of any report submitted by any agency of the Federal Government responsible for engineering surveys and construction of such projects.

"The cost of planning for and the construction or installation and maintenance of any such means and measures shall be included in and shall constitute an integral part of the costs of such projects: *Provided*, That, in the case of projects hereafter authorized to be constructed, operated, and maintained in accordance with the Federal reclamation laws (Act of June 17, 1902, 32 Stat. 388, and Acts amendatory thereof or supplementary thereto), the Secretary of the Interior shall, in addition to allocations to be made under section 9 of the Reclamation Project Act of 1939 (53 Stat. 1187), make findings on the part of the estimated cost of the project which can properly be allocated to the preservation and propagation of fish and wildlife, and costs allocated pursuant to such findings shall not be reimbursable. In the case of construction by a Federal agency, that agency is authorized to transfer, out of appropriations or other funds made available for surveying, engineering, or construction to the Fish and Wildlife Service, such funds as may be necessary to conduct the investigations required by this section to be made by it.

"SEC. 3. Whenever the waters of any stream or other body of water are impounded, diverted, or otherwise controlled for any purpose whatever by any department or agency of the United States, adequate provision consistent with the primary purposes of such impoundment, diversion, or other control shall be made for the use thereof, together with any areas of land, or interest therein, acquired or administered in connection therewith, for the conservation, maintenance, and management of wildlife, resources thereof, and its habitat thereon. In accordance with general plans, covering the use of such waters and other interests for these purposes, approved jointly by the head of the department or agency exercising primary administration thereof, the Secretary of the Interior, and the head of the agency exercising administration over the wildlife resources of the State wherein the waters and areas lie, such waters and other interests shall be made available without cost for administration (a) by such State agency, if the management thereof for the conservation of wildlife relates to other than migratory birds; (b) by the Secretary of the Interior, if the waters and other interests have particular value in carrying out the national migratory bird management program.

"SEC. 4. Such areas as are made available to the Secretary of the Interior for the purposes of this Act under sections 1 and 3, or by any other law, proclamation, or Executive order, shall be administered directly or under cooperative agreements entered into pursuant to the provisions of section 1 by the Secretary of the Interior under such rules and regulations for the conservation, maintenance, and management of wildlife, resources thereof, and its habitat thereon, as may be adopted by him in accordance with general plans approved jointly by the Secretary of the Interior and the head of the department or agency exercising primary administration of such areas: *Provided*, That such rules and regulations shall not be inconsistent with the laws for the protection of fish and game of the States in which such area is situated.

"SEC. 5. The Secretary of the Interior, through the Fish and Wildlife Service and the Bureau of Mines, is authorized to make such investigations as he deems necessary to determine the effects of domestic sewage, mine, petroleum, and industrial wastes, erosion silt, and other polluting substances on wildlife, and to make reports to the Congress concerning such investigations and of recommendations for alleviating dangerous and undesirable effects of such pollution. These investigations shall include (1) the determination of standards of water quality for the maintenance of wildlife; (2) the study of methods of abating and preventing pollution, including methods for the recovery of useful or marketable products and byproducts of wastes; and (3) the collation and distribution of data on the progress and results of such investigations for the use of Federal, State, municipal, and private agencies, individuals, organizations, or enterprises.

"SEC. 6. There is authorized to be appropriated from time to time, out of any money in the Treasury not otherwise appropriated, such amounts as may be necessary to carry out the provisions of this Act and regulations made pursuant thereto, including the construction of such facilities, buildings, and other improvements necessary for economical administration of areas made available to the Secretary of the Interior under this Act, and the employment in the city of Washington and elsewhere of such persons and means as the Secretary of the Interior may deem necessary for such purposes.

"SEC. 7. Any person who shall violate any rule or regulation promulgated in accordance with this Act shall be guilty of a misdemeanor and upon conviction thereof shall be fined not more than \$500 or imprisoned for not more than one year, or both.

"SEC. 8. The terms 'wildlife' and 'wildlife resources' as used herein include birds, fishes, mammals, and all other classes of wild animals and all types of aquatic and land vegetation upon which wildlife is dependent.

"SEC. 9. The provisions of this Act shall not apply to the Tennessee Valley Authority."

Approved August 14, 1946.

SECTION 2 OF THE SURPLUS PROPERTY ACT OF 1944 (U. S. C., 1940 EDITION, TITLE 50, APPENDIX, SEC. 1611)

The Congress hereby declares that the objectives of this Act (secs. 1611-1646 of this Appendix) are to facilitate and regulate the orderly disposal of surplus property so as—

(a) to assure the most effective use of such property for war purposes and the common defense;

(b) to give maximum aid in the reestablishment of a peacetime economy of free independent private enterprise, the development of the maximum of independent operators in trade, industry, and agriculture, and to stimulate full employment;

(c) to facilitate the transition of enterprises from wartime to peacetime production and of individuals from wartime to peacetime employment;

(d) to discourage monopolistic practices and to strengthen and preserve the competitive position of small business concerns in an economy of free enterprise;

(e) to foster and to render more secure family-type farming as the traditional and desirable pattern of American agriculture;

(f) to afford returning veterans an opportunity to establish themselves as proprietors of agricultural, business, and professional enterprises;

(g) to encourage and foster postwar employment opportunities;

(h) to assure the sale of surplus property in such quantities and on such terms as will discourage disposal to speculators or for speculative purposes;

(i) to establish and develop foreign markets and promote mutually advantageous economic relations between the United States and other countries by the orderly disposition of surplus property in other countries;

(j) to avoid dislocations of the domestic economy and of international economic relations;

(k) to foster the wide distribution of surplus commodities to consumers at fair prices;

(l) to effect broad and equitable distribution of surplus property;

(m) to achieve the prompt and full utilization of surplus property at fair prices to the consumer through disposal at home and abroad with due regard for the protection of free markets and competitive prices from dislocation resulting from uncontrolled dumping;

(n) to utilize normal channels of trade and commerce to the extent consistent with efficient and economic distribution and the promotion of the general objectives of this Act (such sections) (without discriminating against the establishment of new enterprises);

(o) to promote production, employment of labor, and utilization of the productive capacity and the natural and agricultural resources of the country;

(p) to foster the development of new independent enterprise;

(q) to prevent insofar as possible unusual and excessive profits being made out of surplus property;

(r) to dispose of surplus property as promptly as feasible without fostering monopoly or restraint of trade, or unduly disturbing the economy, or encouraging hoarding of such property, and to facilitate prompt redistribution of such property to consumers;

(s) to dispose of surplus Government-owned transportation facilities and equipment in such manner as to promote an adequate and economical national transportation system; and

(t) except as otherwise provided, to obtain for the Government, as nearly as possible, the fair value of surplus property upon its disposition. (Oct. 3, 1944, ch. 479, sec. 2, 58 Stat. 766.)

Union Calendar No. 405

80TH CONGRESS
1ST SESSION

H. R. 3043

[Report No. 790]

IN THE HOUSE OF REPRESENTATIVES

APRIL 15, 1947

Mr. BISHOP introduced the following bill; which was referred to the Committee on Merchant Marine and Fisheries

JULY 3, 1947

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Omit the part struck through and insert the part printed in italic]

A BILL

To provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That in order to promote the orderly development and use
4 of the lands and interests therein acquired by the United
5 States in connection with the Crab Orchard Creek project
6 and the Illinois Ordnance Plant in Williamson, Jackson,
7 and Union Counties, Illinois, consistent with the needs of
8 agriculture, industry, recreation, and wildlife conservation,
9 all of the interests of the United States in and to such lands
10 are hereby transferred to the Secretary of the Interior for

1 administration, development, and disposition, in accordance
2 with the provisions of this Act.

3 SEC. 2. All of the lands transferred to the Secretary of
4 the Interior, pursuant to the provisions of this Act, first
5 shall be classified by him with a view to determining, in
6 cooperation with Federal, State, and public or private
7 agencies and organizations, the most beneficial use that may
8 be made thereof to carry out the purposes of this Act, and
9 thereafter such lands as may be properly utilized for the
10 development of agricultural, industrial, and related purposes
11 shall be sold or otherwise disposed of at such times and
12 under such terms and conditions, including exchange as
13 authorized by section 302 of the Act of June 15, 1935
14 (49 Stat. 381; 16 U. S. C. 715d-1), as are deemed to
15 be in the best interests of the United States and consistent
16 with the purposes of this Act. All lands not sold or other-
17 wise disposed of shall be administered by the Secretary of
18 the Interior, through the Fish and Wildlife Service, as a
19 wildlife management area in accordance with, and subject
20 to the provisions of, the Act of August 14, 1946, and
21 Acts supplementary thereto and amendatory thereof including
22 the development of wildlife conservation, agricultural, recre-
23 ational, industrial, and related purposes. Such lands as have
24 been or may hereafter be determined to be chiefly valuable
25 for industrial purposes shall be leased for such purposes at

1 *such times and under such terms and conditions as are con-*
2 *sistent with the general purposes of section 2 of the Surplus*
3 *Property Act of 1944, as amended, and with the purposes*
4 *of this Act. Except to the extent otherwise provided in this*
5 *Act, all lands herein transferred shall be administered by the*
6 *Secretary of the Interior through the Fish and Wildlife*
7 *Service in accordance with the provisions of the Act of August*
8 *14, 1946 (Public Law 732, Seventy-ninth Congress), and*
9 *Acts supplementary thereto and amendatory thereof for the*
10 *conservation of wildlife, and for the development of the agri-*
11 *cultural, recreational, industrial, and related purposes speci-*
12 *fied in this Act.*

13 SEC. 3. All moneys received by the Secretary of the
14 Interior from the ~~sale or other disposition of lands~~ lease of
15 *lands chiefly valuable for industrial purposes, in accord-*
16 *ance with the provisions of this Act, shall be credited to*
17 *the then current appropriations for the administration of*
18 *wildlife refuges and shall remain available until expended*
19 *for the administration, maintenance, and development of*
20 *such of the lands as are made available by this Act for*
21 *administration as a wildlife management area.*

80TH CONGRESS
1ST Session

H. R. 3043

[Report No. 790]

A BILL

To provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes.

By Mr. BISHOP

APRIL 15, 1947

Referred to the Committee on Merchant Marine and Fisheries

JULY 3, 1947

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

Navy. Any effort to take them from under the jurisdiction of the Navy Department and put them under some other department at the present time would be merely starting their local economy on the road to the poorhouse.

Mr. Speaker, it seems to me that, as we discuss these matters of the independence of the United States and of our efforts to be of help to all other nations of the world, it is about time we should give a little thought and do a little something in the way of allowing local civil government and human rights to the people who are under our own domination. It is nice to help everyone else but it would be nice also to take care of our own people, among whom the people of Guam deserve an honored place.

The SPEAKER pro tempore. The time of the gentleman from California [Mr. BRADLEY] has expired.

ATOMIC BOMB

Mr. HOLIFIELD. Mr. Speaker, I ask unanimous consent to proceed for 5 minutes and to revise and extend my remarks.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from California?

There was no objection.

Mr. HOLIFIELD. Mr. Speaker, I have listened with a great deal of interest to the discussion today, and my remarks have no reference to the remarks of any particular individual.

A year ago today I was serving on the President's Atomic Bomb Evaluation Committee in the Bikini Lagoon, in the South Pacific. We had just witnessed the first controlled experimental dropping of an atomic bomb. Slightly less than a year previous to that, August 9-12, 1945, the two first atomic bombs used in warfare had been dropped upon the Japanese industrial cities of Hiroshima and Nagasaki. A year ago, shortly after today, I visited those two cities in Japan. I saw with my own eyes a city of a hundred thousand, approximately the size of the city of Long Beach, Calif., where the gentleman who has just spoken comes from, completely wiped out by one bomb dropped from a B-29. Eighty thousand people lost their lives when that bomb exploded, and the city was destroyed.

I went next to the city of Nagasaki and saw a like terrible illustration of this new and terrible power which had been discovered by man.

The horror of the atomic bomb is lost in the failure of our citizens to realize its terrible destructiveness. If the people throughout the world really understood the potential threat to their very existence, they would force cooperation upon their leaders.

The summer previous, a few days after the war ended in Europe, I had the opportunity of visiting the cities in Germany such as Frankfurt, Hamburg, and others. I saw those cities in their destroyed condition, and they remain that way today. I realized the tremendous effort in terms of manpower, money, equipment, and life which was utilized in the destruction of the cities of Europe, and which is the cause of the terrible devastation in that country not only in

the physical sense but also in the moral and in the political sense; and I thought of the great fleets of 700 bombers that went out from England—and I was there and saw some of them go out in 1944. Conditions have changed since VE-day and it is not necessary to send out 700 bombers at a time, it is necessary to penetrate with only one bomber with one atomic bomb, and drop it on a city the size of Frankfurt and create the destruction that had been created by hundreds and hundreds of B-29's.

Shortly after that I flew from the city of Bethlehem in Palestine, the Tel Aviv Airport, a distance of 8,000 miles back to San Francisco in 36 flying hours by a plane that was slow, a C-54—slow in comparison to what we have today. It is possible today to fly from Washington to San Francisco, a distance of 3,000 miles in some 7 hours by high-speed bomber with an atomic bomb.

I am bringing up these facts for the one purpose of illustrating that we live in a different world today than we have ever lived in before. We live in a world where the concern of conditions in Europe is as vital to us in this country as the concern of conditions in New York was to the people of Virginia in Revolutionary days. It takes less time to go from here to Moscow or Berlin by air than it took to go from New York to Washington by horse in Revolutionary times.

I am at the present time a member of the Joint Committee on Atomic Energy of the House and the Senate. Most of our hearings are behind closed doors. I think we members of that committee are afraid to talk on that subject today, afraid that we might inadvertently say something which we should not say; but I say in all sincerity that unless there is control of atomic energy the world that we know will go up in flames—and within a few years. Unless that control is effectuated through international control there will be no control. I stand 100 percent behind the Baruch proposal. When I picked up the paper this morning and saw that the Prime Minister's Conference had failed, a shudder went through my body because I realized that one more step had been taken toward what seemed inevitable atomic war.

The SPEAKER pro tempore. The time of the gentleman from California has expired.

Mr. McDONOUGH. Mr. Speaker, I ask unanimous consent that the gentleman may proceed for three additional minutes.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from California?

There was no objection.

Mr. McDONOUGH. Mr. Speaker, will the gentleman yield?

Mr. HOLIFIELD. I yield.

Mr. McDONOUGH. The gentleman referred to the question of the international control of atomic energy and the fact that he is a member of the Joint Committee of the House and Senate on Atomic Energy. Does the gentleman have any fear of international control of atomic energy insofar as the moral integrity and intellectual honesty of the international relationships of the United

States with any other nation in the world are concerned? And if he has any such fear what nation in the world does he have the most fear of on account of lack of control of atomic energy?

Mr. HOLIFIELD. I will be glad to give my friend an answer on that which I hope will be frank.

I feel that international control is necessary, as I said. I believe it has to come through an international organization. I know the difficulties are great, but I know that that control must be established.

Mr. Speaker, I am going to say something which I have never said before in public and it is along the line of what the gentleman from Illinois [Mr. DIRKSEN] said today. I have been one of those who has thought it possible to obtain international agreement. I have not concluded yet that it is not entirely possible. But when I see things happen like the failure of the ministers' conference in Paris, because of the action of the Russian representative, a chill of fear grips my heart, because I believe that the policy of noncooperation which has been evidenced by the refusal of Russia to participate in all the different auxiliary organizations of the United Nations and to cooperate with the Atomic Energy Commission of the United Nations represents a real danger to world peace. When I see a continuance of that policy of noncooperation I realize that we are crystallizing into a condition of separation which, in my opinion, will inevitably lead to atomic war.

Mr. McDONOUGH. Mr. Speaker, will the gentleman yield?

Mr. HOLIFIELD. I yield to the gentleman from California.

Mr. McDONOUGH. I do not want to press the gentleman for an answer, but does he have any doubt of the moral integrity and intellectual honesty of those representing the United States in any international agreement in reference to atomic energy control? Does he have any doubt of the moral integrity and intellectual honesty of our representatives in establishing international control of atomic energy?

Mr. HOLIFIELD. Speaking of Mr. Baruch?

Mr. McDONOUGH. Our representatives.

Mr. HOLIFIELD. No. I have perfect confidence in the sincerity of the United States Representatives in the United Nations.

Mr. McDONOUGH. Does the gentleman have any doubt about the moral integrity and intellectual honesty of those representing Russia or Russia itself, in establishing international control of atomic energy?

Mr. HOLIFIELD. I have very grave doubts about them. I have arrived at that point reluctantly, hoping that cooperative solution could be reached between Russia's representatives and ours.

Mr. McDONOUGH. I am glad to have that answer.

Mr. HOLIFIELD. I say that unless international accord is reached, there will be atomic war between nations and if atomic war comes it means the end of civilization.

The SPEAKER pro tempore. The time of the gentleman from California has expired.

PERMISSION TO ADDRESS THE HOUSE

Mr. HAYS. Mr. Speaker, I ask unanimous consent to address the House for 1 minute.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Arkansas?

There was no objection.

THE LATE GARRETT WHITESIDE

Mr. HAYS. Mr. Speaker, last evening a much beloved citizen of my State and for 40 years a secretary to Members of Congress died in the city of Washington. I refer to Garrett Whiteside, who came to the Capitol as a young man to serve as secretary to the late Ben Cravens, of Arkansas. Of the present membership, only the gentleman from Illinois [Mr. SABATH] was a Member of the House when Garrett Whiteside arrived. He served in later years as secretary to Hon. T. H. Caraway and Hon. Hattie Caraway, Members of the United States Senate. From 1945 to 1947 he was a member of the staff of the Secretary of the Senate. He was widely known for his long and faithful service here and for his writings on Washington life. His column, which appeared in leading newspapers in Arkansas, was a popular feature and provoked a familiar opening for a conversation, "Garrett Whiteside says." He numbered his friends by the thousands and in spite of his long participation in public affairs had scarcely an enemy.

He enjoyed and cultivated his friendships, not to profit by them, but because he loved people and wanted to help them. He was one of the friendliest and one of the most industrious secretaries who ever served on Capitol Hill.

He was an exceptional husband and father, and exemplified the finest qualities in our American family life. He was an ardent churchman and a worker in many good causes. His life was an unselfish one. He will be missed by thousands of friends who loved him and appreciated his contribution to our official life.

(Mr. HAYL asked and was given permission to revise and extend his remarks.)

LEAVE OF ABSENCE

By unanimous consent, leave of absence was granted as follows:

To Mr. COLE of Missouri (at the request of Mr. HALLECK), indefinitely, on account of illness.

EXTENSION OF REMARKS

Mr. BRADLEY asked and was given permission to revise and extend the remarks he previously made today.

ENROLLED BILL SIGNED

Mr. LECOMPTE, from the Committee on House Administration, reported that that committee had examined and found truly enrolled a bill of the House of the following title, which was thereupon signed by the Speaker:

H. R. 4031. An act making appropriations to meet emergencies for the fiscal year ending June 30, 1948, and for other purposes.

BILL PRESENTED TO THE PRESIDENT

Mr. LECOMPTE, from the Committee on House Administration, reported that that committee did on July 2, 1947, present to the President, for his approval, a bill of the House of the following title:

H. R. 2700. An act making appropriations for the Department of Labor, the Federal Security Agency, and related independent agencies for the fiscal year ending June 30, 1948, and for other purposes.

ADJOURNMENT

Mr. LOVE. Mr. Speaker, I move that the House do now adjourn.

The motion was agreed to; accordingly (at 3 o'clock and 4 minutes p. m.), under its previous order, the House adjourned until Monday, July 7, 1947, at 12 o'clock noon.

EXECUTIVE COMMUNICATIONS, ETC.

Under clause 2 of rule XXIV, executive communications were taken from the Speaker's table and referred as follows:

886. A letter from the Secretary of War, transmitting a letter from the Chief of Engineers, United States Army, dated March 17, 1947, submitting a report, together with accompanying papers and illustrations, on a review of reports on Westcott Cove, Conn., requested by a resolution of the Committee on Rivers and Harbors, House of Representatives, adopted on October 19, 1945 (H. Doc. No. 379); to the Committee on Public Works and ordered to be printed, with two illustrations.

887. A letter from the Secretary of War, transmitting a letter from the Chief of Engineers, United States Army, dated March 17, 1947, submitting a report, together with accompanying papers and an illustration, on a preliminary examination and survey of channel from Kent Island Narrows to Wells Cove, Chester River, Md., authorized by the River and Harbor Act approved on March 2, 1945 (H. Doc. No. 380); to the Committee on Public Works and ordered to be printed, with an illustration.

888. A letter from the Secretary of War, transmitting a letter from the Chief of Engineers, United States Army, dated March 18, 1947, submitting a report, together with accompanying papers and an illustration, on a preliminary examination and survey of Cambridge Harbor, Md., authorized by the River and Harbor Act approved on March 2, 1945 (H. Doc. No. 381); to the Committee on Public Works and ordered to be printed, with an illustration.

889. A letter from the Secretary of War, transmitting a draft of a proposed bill to equalize retirement benefits among members of the Nurse Corps of the Army and the Navy, and for other purposes; to the Committee on Armed Services.

890. A letter from the Secretary of State, transmitting a draft of a proposed bill to provide for payment of compensation to the governments of foreign countries for losses and damages inflicted on neutral territory during World War II by United States armed forces in violation of neutral rights, and authorizing appropriations therefor; to the Committee on Foreign Affairs.

REPORTS OF COMMITTEES ON PUBLIC BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. ALLEN of Illinois: Committee on Rules. House Resolution 270. Resolution providing

for the consideration of H. R. 1639, a bill to amend the Employers' Liability Act so as to limit venue in actions brought in United States district courts or in State courts under such act; without amendment (Rept. No. 788). Referred to the House Calendar.

Mr. ALLEN of Illinois: Committee on Rules. House Resolution 271. Resolution providing for the consideration of Concurrent Resolution 54, concurrent resolution to provide for the use of Schick General Hospital at Clinton, Iowa, for the Veterans' Administration; without amendment (Rept. No. 789). Referred to the House Calendar.

Mr. BURKE: Committee on Merchant Marine and Fisheries. H. R. 3043. A bill to provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes; with amendments (Rept. No. 790). Referred to the Committee of the Whole House on the State of the Union.

Mrs. ROGERS of Massachusetts: Committee on Veterans' Affairs. H. R. 4055. A bill to provide increases in the rates of pension payable to veterans of Indian wars and the dependents of such veterans; without amendment (Rept. No. 794). Referred to the Committee of the Whole House on the State of the Union.

Mr. KNUTSON: Committee on Ways and Means. H. R. 3950. A bill to reduce individual income tax payments; without amendment (Rept. No. 795). Referred to the Committee of the Whole House on the State of the Union.

Mr. HOPE: Committee on Agriculture. H. R. 4075. A bill to regulate commerce among the several States, with the Territories and possessions of the United States, and with foreign countries; to protect the welfare of consumers of sugars and of those engaged in the domestic sugar-producing industry; to promote the export trade of the United States; and for other purposes; without amendment (Rept. No. 796). Referred to the Committee of the Whole House on the State of the Union.

REPORTS OF COMMITTEES ON PRIVATE BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. FELLOWS: Committee on the Judiciary. S. 1360. An act for the relief of Eric Seddon; without amendment (Rept. No. 791). Referred to the Committee of the Whole House.

Mr. FELLOWS: Committee on the Judiciary. H. R. 2350. A bill for the relief of Mrs. Daisy Park Farrow; without amendment (Rept. No. 792). Referred to the Committee of the Whole House.

Mr. FELLOWS: Committee on the Judiciary. H. R. 1931. A bill for the relief of the alien, Michael Soldo; without amendment (Rept. No. 793). Referred to the Committee of the Whole House.

PUBLIC BILLS AND RESOLUTIONS

Under clause 3 of rule XXII, public bills and resolutions were introduced and severally referred as follows:

By Mr. BEALL:

H. R. 4083. A bill authorizing the State of Maryland, by and through its State roads commission or the successors of said commission, to construct, maintain, and operate a toll bridge or tunnel or combined bridge and tunnel across or under the Chesapeake Bay, in the State of Maryland, from a point in Anne Arundel County at or near Sandy Point to a point approximately opposite on

80TH CONGRESS
1ST SESSION

S. 1577

IN THE SENATE OF THE UNITED STATES

JULY 7, 1947

Mr. BROOKS introduced the following bill; which was read twice and referred to the Committee on Armed Services

A BILL

To provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That in order to promote the orderly development and
4 use of the lands and interests therein acquired by the United
5 States in connection with the Crab Orchard Creek project
6 and the Illinois Ordnance Plant in Williamson, Jackson,
7 and Union Counties, Illinois, consistent with the needs of
8 agriculture, industry, recreation, and wildlife conservation,
9 all of the interests of the United States in and to such lands
10 are hereby transferred to the Secretary of the Interior for

1 administration, development, and disposition, in accordance
2 with the provisions of this Act.

3 SEC. 2. All of the lands transferred to the Secretary of
4 the Interior, pursuant to the provisions of this Act, first
5 shall be classified by him with a view to determining, in
6 cooperation with Federal, State, and public or private agen-
7 cies and organizations, the most beneficial use that may be
8 made thereof to carry out the purposes of this Act, including
9 the development of wildlife conservation, agricultural, recrea-
10 tional, industrial, and related purposes. Such lands as have
11 been or may hereafter be determined to be chiefly valuable
12 for industrial purposes shall be leased for such purposes at
13 such times and under such terms and conditions as are con-
14 sistent with the general purposes of section 2 of the Surplus
15 Property Act of 1944, as amended, and with the purposes
16 of this Act. Except to the extent otherwise provided in
17 this Act, all lands herein transferred shall be administered
18 by the Secretary of the Interior through the Fish and Wild-
19 life Service in accordance with and subject to the provisions
20 of the Act of August 14, 1946, and Acts supplementary
21 thereto and amendatory thereof for the conservation of wild-
22 life and for the development of the agricultural, recreational,
23 industrial, and related purposes specified in this Act.

24 SEC. 3. All moneys received by the Secretary of the
25 Interior from the lease of lands chiefly valuable for industrial

1 purposes, in accordance with the provisions of this Act, shall
2 be credited to the then current appropriations for the admin-
3 istration of wildlife refuges and shall remain available until
4 expended for the administration, maintenance, and develop-
5 ment of such of the lands as are made available by this Act
6 for administration as a wildlife management area.

80TH CONGRESS
1ST SESSION

S. 1577

A BILL

To provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes.

By Mr. Brooks

JULY 7, 1947

Read twice and referred to the Committee on
Armed Services

report states:

"Of the operating funds the committee has allowed \$3,000,000 for resource development and \$1,483,000 for fertilizer research, with a directive to the agency that there be submitted a report to the committee showing that the TVA program of research is fully coordinated with the Department of Agriculture's research program.

"The committee does not concur in the plan provided by the House for the amortization of the TVA power investment but has made provision for the repayment of \$10,500,000 in 1948 as was provided by the House. The Comptroller General has made an exhaustive study of TVA and will shortly submit to the Congress his report, which will include recommendations for repayment. The committee believes legislation should await the consideration of this report."

Regarding Secs. 307 and 308, the report states:

"Objections raised by the corporations affected by sections 307 and 308 of the bill centered on the inability of the corporations to forecast their budget needs so far in advance of the period in which expenditures would be incurred. The complaint was repeated in each instance that budget restrictions would hamper the flexibility of corporate action — flexibility being the prime reason for using the corporate form to discharge a Government function.

"The committee carefully analyzed both of these sections at considerable length and came to the inescapable conclusion that both provisions are in the category of substantive legislation. Hence, they violate the intent of the Legislative Reorganization Act of 1946 that such legislation should not be made part of any appropriations measure. These sections have been deleted, therefore, although the committee sincerely hopes that they will be given due consideration by the appropriate committees of the House and Senate at a subsequent time."

HOUSE

15. MILK PRICE SUPPORTS. The Agriculture Committee reported with amendment H.R. 3370, to make specific provision for milk-price supports (H.Rept. 906) (p. 9043).
16. WAR POWERS; SCIENCE FOUNDATION; LANDS. The Rules Committee reported resolutions for the consideration of S.J. Res. 123, terminating certain war and emergency powers; H.R. 4102, to establish a National Science Foundation; and H.R. 3043, to transfer the Crab Orchard project to Interior Department (pp. 9033, 9043).
17. LEGISLATIVE APPROPRIATION BILL, 1948. Received the conference report on this bill, H.R. 3993 (pp. 9033-4). As reported by the conferees, the bill includes \$12,000 for liquidation of the motion-picture project and \$450,000 for the Legislative Reference Service.
18. WILDLIFE. The Merchant Marine and Fisheries Committee reported without amendment H.R. 4108, to reduce the area of the Parker River National Wildlife Refuge, Essex County, Mass. (H.Rept. 905) (p. 9043).
19. COTTONSEED STATISTICS. The Post Office and Civil Service Committee reported with amendments H.R. 4109, to amend the act authorizing the Census Bureau to collect and publish statistics of cottonseed and its products (H.Rept. 908) (p. 9043).
20. RECLAMATION. The Public Lands Committee reported with amendment H.R. 1597, to relocate and reduce the boundaries of the Gila Federal Reclamation project (H. Rept. 910) (p. 9043).
21. NATIONAL FORESTS; MINERALS. The Public Lands Committee reported with amendment H.R. 2867, to permit mining locations in the State Park Game Sanctuary of Harney

National Forest, S.Dak. (H.Rept. 912) (p. 9043).

22. HOLIDAYS. Received a St. Helena Post Catholic War Veterans' petition urging that Good Friday be made a national holiday (p. 9043).
23. SUBSIDIES. The Banking and Currency Committee ordered (but did not actually report) reported H.R. 3738, to provide retroactive subsidy payments to certain slaughterers (p. D532).
24. LANDS. The Public Lands Committee ordered (but did not actually report) reported H.R. 1330, to abolish the Jackson Hole National Monument (pp. D532-3).
25. IRRIGATION WORKS. The Public Lands Committee ordered (but did not actually report) reported H.R. 3834, to authorize a project for the rehabilitation of certain works of the Fort Sumner irrigation district, N.Mex. (pp. D532-3).
26. RECLAMATION. H.R. 3872 (see Digest 132), as reported, amends the Reclamation Project Act of 1939 so as to include among the purposes to which the estimated costs of proposed Federal reclamation projects may be allocated certain additional purposes, including recreation, salinity and silt control; to authorize reexamination of projects heretofore authorized for the purpose of determining whether any part of their costs is allocable to fish and wildlife preservation and to such additional nonreimbursable purposes and to permit allocations to such purposes where appropriate; to provide for nonreimbursability of operation and maintenance costs attributable to nonreimbursable purposes; and to reduce the rate of interest required to be returned on the power investment from 3 to $2\frac{1}{2}$ percent.

BILLS INTRODUCED

27. STRATEGIC MATERIALS. S. 1627, by Sen. Gurney, S.Dak. (by request), to amend the Strategic and Critical Materials Stock Piling Act (probably to reimburse CCC for materials transferred to stock piles). To Armed Services Committee. (p. 8995)
28. SOIL CONSERVATION; TAXATION. H.R. 4185, by Rep. Curtis, Nebr., to provide for the deduction from gross income for income-tax purposes of expenses incurred by farmers for the purpose of soil conservation and leveling land used or to be used in farming operations. To Ways and Means Committee. (p. 9043.)
29. VETERANS' BENEFITS; LOANS. H.R. 4187, by Rep. Kearney, N.Y., "to amend subsection (d) of section 500 of the Servicemen's Readjustment Act of 1944." To Veterans' Affairs Committee. (p. 9043.)
30. R.F.C. H.R. 4195, by Rep. Rains, Ala., "to amend the Reconstruction Finance Corporation Act." To Banking and Currency Committee. (p. 9043.)
31. PERSONNEL. H.R. 4197, by Rep. Rees, Kans., to amend the Classification Act so as to clarify the meaning of references in the act to number of employees supervised and size of organization unit. To Post Office and Civil Service Committee (p. 9043.)
32. PRICES. H.Con.Res. 71, by Rep. Seely-Brown, Conn., establishing a joint committee to investigate high prices of consumer goods. To Rules Committee. (p. 9043.)
33. PEANUT QUOTAS. H.R. 4124 (see Digest 130) amends the peanut-marketing quota provisions of the Agricultural Adjustment Act of 1938, as amended, by providing

CONSIDERATION OF H. R. 3043

JULY 14, 1947.—Referred to the House Calendar and ordered to be printed

Mr. ALLEN of Illinois, from the Committee on Rules, submitted the following

REPORT

[To accompany H. Res. 290]

The Committee on Rules, having had under consideration House Resolution 290, report the same to the House with the recommendation that the resolution do pass.



House Calendar No. 133

80TH CONGRESS
1ST SESSION

H. RES. 290

[Report No. 904]

IN THE HOUSE OF REPRESENTATIVES

JULY 14, 1947

Mr. ALLEN of Illinois, from the Committee on Rules, reported the following resolution; which was referred to the House Calendar and ordered to be printed

RESOLUTION

1 *Resolved*, That upon the adoption of this resolution it
2 shall be in order to move that the House resolve itself into
3 the Committee of the Whole House on the State of the
4 Union for the consideration of the bill (H. R. 3043) to
5 provide for the transfer of certain lands to the Secretary of
6 the Interior, and for other purposes, and all points of order
7 against said bill are hereby waived. That after general
8 debate, which shall be confined to the bill and continue not
9 to exceed one hour, to be equally divided and controlled
10 by the chairman and ranking minority member of the Com-
11 mittee on Merchant Marine and Fisheries, the bill shall be
12 read for amendment under the five-minute rule. It shall

1 be in order to consider without the intervention of any point
2 of order the amendments recommended by the Committee
3 on Merchant Marine and Fisheries now printed in the bill.
4 At the conclusion of such consideration, the Committee shall
5 rise and report the bill to the House with such amendments
6 as may have been adopted and the previous question shall
7 be considered as ordered on the bill and amendments thereto
8 to final passage without intervening motion except one
9 motion to recommit.

80TH CONGRESS
1ST Session

H. RES. 290

[Report No. 904]

RESOLUTION

Providing for the consideration of the bill
(H. R. 3043) to provide for the transfer of
certain lands to the Secretary of the In-
terior, and for other purposes.

By Mr. ALLEN of Illinois

JULY 14, 1947

Referred to the House Calendar and ordered to be
printed

House of Representatives

MONDAY, JULY 14, 1947

The House met at 12 o'clock noon.

Chaplain Daniel F. Meehan, United States Navy, offered the following prayer:

Let us pray:

O ineffable Creator, out of the treasures of Thy infinite wisdom, grant to these representatives of our people clearness of discernment, acumen in judgment, righteousness in decision, honesty of purpose, and fidelity to their office, so that our Nation may benefit from their deliberations and our beloved country prosper by their legislation. Amen.

THE JOURNAL

The Journal of the proceedings of Friday, July 11, 1947, was read and approved.

SPECIAL ORDERS

The SPEAKER. Without objection, Members who have been granted special orders for today may, if they so desire, extend their remarks in the Appendix of the RECORD.

There was no objection.

TERMINATING CERTAIN EMERGENCY WAR POWERS

Mr. ALLEN of Illinois, from the Committee on Rules, reported the following privileged resolution (H. Res. 288, Rept. No. 902), which was referred to the House Calendar and ordered to be printed:

Resolved, That immediately upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the joint resolution (S. J. Res. 123) to terminate certain emergency and war powers, and all points of order against said bill are hereby waived. That after general debate, which shall be confined to the joint resolution and continue not to exceed 1 hour, to be equally divided and controlled by the chairman and ranking minority member of the Committee on the Judiciary, the joint resolution shall be read for amendment under the 5-minute rule. At the conclusion of the consideration of the joint resolution for amendment, the Committee shall rise and report the joint resolution to the House with such amendments as may have been adopted and the previous question shall be considered as ordered on the joint resolution and amendments thereto to final passage without intervening motion except one motion to recommit.

NATIONAL SCIENCE FOUNDATION ACT OF 1947

Mr. ALLEN of Illinois, from the Committee on Rules, reported the following privileged resolution (H. Res. 289, Rept. No. 903), which was referred to the House Calendar and ordered to be printed:

Resolved, That immediately upon the adoption of this resolution it shall be in order to move that the House resolve itself

into the Committee of the Whole House on the State of the Union for the consideration of the bill (H. R. 4102) to promote the progress of science; to advance the national health, prosperity, and welfare; to secure the national defense; and for other purposes, and all points of order against said bill are hereby waived. That after general debate, which shall be confined to the bill and continue not to exceed 1 hour, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Interstate and Foreign Commerce, the bill shall be read for amendment under the 5-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

TRANSFERRING LANDS TO THE SECRETARY OF THE INTERIOR

Mr. ALLEN of Illinois, from the Committee on Rules, reported the following privileged resolution (H. Res. 290, Rept. No. 904), which was referred to the House Calendar and ordered to be printed:

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H. R. 3043) to provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes, and all points of order against said bill are hereby waived. That after general debate, which shall be confined to the bill and continue not to exceed 1 hour, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Merchant Marine and Fisheries, the bill shall be read for amendment under the 5-minute rule. It shall be in order to consider without the intervention of any point of order the amendments recommended by the Committee on Merchant Marine and Fisheries now printed in the bill. At the conclusion of such consideration the Committee shall rise and report the bill to the House with such amendments as may have been adopted and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

LEGISLATIVE AND DEPARTMENT OF THE INTERIOR APPROPRIATION BILLS, 1948

Mr. PLUMLEY. Mr. Speaker, I ask unanimous consent that the Committee on Appropriations may have until midnight tonight to file conference reports on the legislative appropriation bill, 1948, and the Department of the Interior appropriation bill, 1948.

The SPEAKER. Is there objection to the request of the gentleman from Vermont?

There was no objection.

LEGISLATIVE APPROPRIATION BILL, 1948—CONFERENCE REPORT

Mr. PLUMLEY submitted the following conference report and statement:

CONFERENCE REPORT

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 3993) making appropriations for the legislative branch for the fiscal year ending June 30, 1948, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendments numbered 9, 15, 16, and 24.

That the House recede from its disagreement to the amendments of the Senate numbered 2, 3, 4, 5, 7, 8, 10, 11, 13, 18, 19, and 20, and agree to the same.

Amendment numbered 1: That the House recede from its disagreement to the amendment of the Senate numbered 1, and agree to the same with an amendment as follows: In the eighth line of the matter inserted by the said amendment strike out the words "radio information" and insert "recording"; and the Senate agree to the same.

Amendment numbered 6: That the House recede from its disagreement to the amendment of the Senate numbered 6, and agree to the same with an amendment as follows: In lieu of the sums proposed to be stricken out and inserted insert "\$150,000"; and the Senate agree to the same.

Amendment numbered 21: That the House recede from its disagreement to the amendment of the Senate numbered 21, and agree to the same with an amendment as follows: In lieu of the sums proposed to be stricken out and inserted insert "\$2,350,000"; and the Senate agree to the same.

Amendment numbered 22: That the House recede from its disagreement to the amendment of the Senate numbered 22, and agree to the same with an amendment as follows: In lieu of the sums proposed to be stricken out and inserted insert "\$591,925"; and the Senate agree to the same.

Amendment numbered 23: That the House recede from its disagreement to the amendment of the Senate numbered 23, and agree to the same with an amendment as follows: In lieu of the sums proposed to be stricken out and inserted insert "\$450,000"; and the Senate agree to the same.

Amendment numbered 25: That the House recede from its disagreement to the amendment of the Senate numbered 25, and agree to the same with an amendment as follows: In lieu of the matter proposed to be stricken out by the said amendment insert

"MOTION-PICTURE PROJECT

"For expenses during the month of July and liquidation (including storage of films pending disposition and \$5,030 available exclusively for terminal leave), \$12,000."

And the Senate agree to the same.

Amendment numbered 26: That the House recede from its disagreement to the amendment of the Senate numbered 26, and agree to the same with an amendment as follows: In lieu of the sums proposed to be stricken out and inserted insert "\$50,000"; and the Senate agree to the same.

The committee of conference report in disagreement amendments numbered 12, 14, and 17.

NOBLE J. JOHNSON,
HARVE TIBBOTT,
G. CANFIELD,
P. W. GRIFFITHS,
CLARENCE CANNON,
MICHAEL J. KIRWAN,

Managers on the Part of the House.

MILTON R. YOUNG,
STYLES BRIDGES,
LEVERETT SALTONSTALL,
HENRY C. DWORSHAK,
JOHN H. OVERTON,
MILLARD E. TYDINGS,
THEODORE FRANCIS GREEN,

Managers on the Part of the Senate.

STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 3993) making appropriations for the legislative branch for the fiscal year ending June 30, 1948, and for other purposes, submit the following report in explanation of the effect of the action agreed upon and recommended in the accompanying conference report as to each of such amendments, namely:

Amendment No. 1 appropriates \$306,815 as proposed by the Senate for the Office of the Secretary of the Senate instead of \$291,505 as proposed by the House, with a minor modification of the language of the amendment.

Amendment No. 2 appropriates \$1,335,785 for salaries of committee employees of the Senate as proposed by the Senate instead of \$1,285,785 as proposed by the House.

Amendments Nos. 3 and 4 appropriate \$775,850, abolish certain positions and change the salaries of certain positions, under the office of Sergeant at Arms and Doorkeeper of the Senate, as proposed by the State, instead of an appropriation of \$821,915 as proposed by the House.

Amendment No. 5 appropriates \$43,120 for salaries of the offices of the secretary for the majority and the secretary for the minority of the Senate, heretofore appropriated for under the Office of the Sergeant at Arms, as proposed by the Senate.

Amendment No. 6 appropriates \$150,000 for the Joint Committee on Atomic Energy instead of \$50,000 as proposed by the House and \$225,000 as proposed by the Senate.

Amendment No. 7 appropriates \$100,260 for reporting debates and proceedings of the Senate as proposed by the Senate instead of \$84,525 as proposed by the House.

Amendment No. 8 appropriates \$45,000 for the Senate restaurants as proposed by the Senate instead of \$75,400 as proposed by the House.

Amendment No. 9 strikes out a provision proposed by the Senate permitting the secretaries for the majority and the minority of the Senate to use official motor vehicles on official business.

Amendment No. 10 appropriates \$2,645 for rental of warehouse space for storage of public documents during the period July 1 to November 30, 1947, as proposed by the Senate.

Amendment No. 11 appropriates 384,335 for the Office of the Clerk of the House as proposed by the Senate instead of \$369,180 as proposed by the House.

Amendment No. 12 is reported in disagreement.

Amendment No. 13 appropriates \$185,000 for salaries and other expenses of the Joint Committee on Internal Revenue Taxation as proposed by the Senate instead of \$155,000 as proposed by the House.

Amendment No. 14 is reported in disagreement.

Amendments Nos. 15 and 16 appropriate \$80,000 for the Legislative Counsel of the Senate as proposed by the House instead of \$100,000 as proposed by the Senate.

Amendment No. 17 is reported in disagreement.

Amendment No. 18 adds one position in the Senate Office Building as proposed by the Senate.

Amendment No. 19 appropriates \$547,205 for the Senate Office Building as proposed by the Senate instead of \$492,100 as proposed by the House.

Amendment No. 20 changes language proposed by the House with respect to the salary of the superintendent of the House Office Buildings.

Amendment No. 21 appropriates \$2,350,000 for salaries, Library of Congress, instead of \$2,249,600 as proposed by the House and \$2,455,398 as proposed by the Senate.

Amendment No. 22 appropriates \$591,925 for the Copyright Office instead of \$520,500 as proposed by the House and \$656,000 as proposed by the Senate.

Amendment No. 23 appropriates \$450,000 for the Legislative Reference Service instead of \$400,000 as proposed by the House and \$500,000 as proposed by the Senate.

Amendment No. 24 eliminates an item of \$35,000 proposed by the Senate for a revised edition of the Annotated Constitution.

Amendment No. 25 appropriates \$12,000 for liquidation of the motion-picture project instead of \$85,000 as proposed by the House.

Amendment No. 26 limits expenditures for personal services in connection with the program for books for the adult blind to \$50,000 instead of \$40,000 as proposed by the House and \$90,000 as proposed by the Senate.

AMENDMENTS IN DISAGREEMENT

The managers on the part of the House have authorized the following motions to be made with respect to the amendments in disagreement:

Amendment No. 12. That the House recede from its disagreement to the amendment of the Senate and concur therein with an amendment as follows:

In the third line of the matter proposed to be inserted by the said amendment, strike out the words "radio information" and insert "recording".

Amendments Nos. 14 and 17. That the House recede from its disagreement to the amendments of the Senate and concur therein.

NOBLE J. JOHNSON,
HARVE TIBBOTT,
G. CANFIELD,
P. W. GRIFFITHS,
CLARENCE CANNON,
MICHAEL J. KIRWAN,

Managers on the Part of the House.

HOOR OF MEETING TOMORROW

Mr. HALLECK. Mr. Speaker, I ask unanimous consent that when the House adjourns today it adjourn to meet at 10 o'clock tomorrow.

The SPEAKER. Is there objection to the request of the gentleman from Indiana?

There was no objection.

SPECIAL ORDERS GRANTED

Mr. PHILLIPS of California. Mr. Speaker, I ask unanimous consent that the special order previously granted me for today may be postponed until tomorrow.

The SPEAKER. Is there objection to the request of the gentleman from California?

There was no objection.

Mrs. ROGERS of Massachusetts. Mr. Speaker, I ask unanimous consent that the special order previously granted me for today may be postponed until tomorrow.

The SPEAKER. Is there objection to the request of the gentleman from Massachusetts?

There was no objection.

SENATE ENROLLED JOINT RESOLUTION SIGNED

The SPEAKER announced his signature to an enrolled joint resolution of the Senate of the following title:

S. J. Res. 129. Joint resolution to provide for the appropriate commemoration of the one hundred and fiftieth anniversary of the establishment of the seat of the Federal Government in the District of Columbia.

BILL PRESENTED TO THE PRESIDENT

Mr. LECOMPTE, from the Committee on House Administration, reported that that committee did on July 12, 1947, present to the President, for his approval, a bill of the House of the following title:

H. R. 3647. An act to extend certain powers of the President under title III of the Second War Powers Act and the Export Control Act, and for other purposes.

THE LATE JOSEPH JEFFERSON MANSFIELD

The SPEAKER. The Chair recognizes the gentleman from Texas [Mr. RAYBURN].

Mr. RAYBURN. Mr. Speaker, it is with a feeling of terrible sadness and of anguish that I announce to the House the passing of JOSEPH JEFFERSON MANSFIELD, for more than 30 years a Member of this body. He died soon after he had passed his eighty-sixth birthday.

You all knew Judge MANSFIELD. You have seen him as the chairman of a great committee, as he had himself rolled into the well of this House, and he always had his bill well in hand.

I have said it before, and I say it again, that in my opinion Judge MANSFIELD was the most popular man, the most loved man, not only in his own delegation but in the House of Representatives, and he deserved it.

I have served in this House with more than 2,100 men and women in 34 years. That shows how fast we change. It shows that a turn-over of more than 100 occurs each election. With 18 elections, more than 2,100 men and women have served in this House with me. They have been men and women of high character and lofty ideals, the majority of them of outstanding ability.

But of all those men and women, none surpassed and few equaled Judge MANSFIELD in ability or in bigness of soul. God never made a finer man nor greater character than Judge MANSFIELD. After 30 years of his loyalty to me, and mine to him, the sadness deepens that I will not see him again, nor again see his like as I have few times in my life—towering, good, just, pure patriot. Wherever good men and women who have passed from this earth are assembled this day, Judge MANSFIELD is with them, welcomed with open arms.

Mr. Speaker, I yield to the gentleman from Indiana [Mr. HALLECK].

Mr. HALLECK. Mr. Speaker, with the passing of Judge MANSFIELD, the oldest Member of this House, we have lost one of our ablest colleagues. We have lost a great and precious friend.

EXECUTIVE COMMUNICATIONS, ETC.

Under clause 2 of rule XXIV, executive communications were taken from the Speaker's table and referred as follows:

925. A letter from the Secretary of the Interior, transmitting a draft of a proposed bill to authorize the construction of a road connecting the Kenai Peninsula, Alaska, with the central road system of the Territory; to the Committee on Public Works.

926. A letter from the Secretary of State, transmitting a draft of a proposed bill to authorize temporary aid to and repatriation of nationals of the United States in need in foreign countries, and for other purposes; to the Committee on Foreign Affairs.

REPORTS OF COMMITTEES ON PUBLIC BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar as follows:

Mr. ALLEN of Illinois: Committee on Rules. House Resolution 288. Resolution providing for the consideration of Senate Joint Resolution 123, joint resolution to terminate certain emergency and war powers; without amendment (Rept. No. 902). Referred to the House Calendar.

Mr. ALLEN of Illinois: Committee on Rules. House Resolution 289. Resolution providing for the consideration of H. R. 4107, a bill to promote the progress of science; to advance the national health, prosperity, and welfare; to secure the national defense; and for other purposes; without amendment (Rept. No. 903). Referred to the House Calendar.

Mr. ALLEN of Illinois: Committee on Rules. House Resolution 290. Resolution providing for the consideration of H. R. 3043, a bill to provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes; without amendment (Rept. No. 904). Referred to the House Calendar.

Mr. BURKE: Committee on Merchant Marine and Fisheries. H. R. 4108. A bill to reduce in area the Parker River National Wildlife Refuge in Essex County, Mass., and for other purposes; without amendment (Rept. No. 905). Referred to the Committee of the Whole House on the State of the Union.

Mr. WOLCOTT: Committee on Banking and Currency. H. R. 3370. A bill to direct the Secretary of Agriculture to support the price of milk at not less than \$3.10 per hundred pounds; with an amendment (Rept. No. 906). Referred to the Committee of the Whole House on the State of the Union.

Mr. HAGEN: Committee on Post Office and Civil Service. H. R. 4109. A bill to amend the act entitled "An act authorizing the Director of the Census to collect and publish statistics of cottonseed and cottonseed products, and for other purposes," approved August 7, 1916; with amendments (Rept. No. 908). Referred to the Committee of the Whole House on the State of the Union.

Mr. WELCH: Committee on Public Lands. H. R. 1109. A bill to provide for one national cemetery in every State and Territory and such other national cemeteries in the States and Territories as may be needed for the burial of war veterans and certain other persons as provided for in section 281, title 24, United States Code, as amended; with amendments (Rept. No. 909). Referred to the Committee of the Whole House on the State of the Union.

Mr. WELCH: Committee on Public Lands. H. R. 1597. A bill to relocate the boundaries and reduce the area of the Gila Federal reclamation project, and for other purposes; with

an amendment (Rept. No. 910). Referred to the Committee of the Whole House on the State of the Union.

Mr. WELCH: Committee on Public Lands. H. R. 2502. A bill to provide for the general welfare and advancement of the Klamath Indians in Oregon; with amendments (Rept. No. 911). Referred to the Committee of the Whole House on the State of the Union.

Mr. WELCH: Committee on Public Lands. H. R. 2867. A bill to permit, subject to certain conditions, mining locations under the mining laws of the United States within that portion of the Harney National Forest designated as a game sanctuary, and for other purposes; with an amendment (Rept. No. 912). Referred to the Committee of the Whole House on the State of the Union.

REPORTS OF COMMITTEES ON PRIVATE BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. FELLOWS: Committee on the Judiciary. H. R. 2347. A bill for the relief of Mrs. Akiko Tsukado Miller; without amendment (Rept. No. 907). Referred to the Committee of the Whole House.

PUBLIC BILLS AND RESOLUTIONS

Under clause 3 of rule XXII, public bills and resolutions were introduced and severally referred as follows:

By Mr. ANDREWS of New York:
H. R. 4183. A bill to prescribe the pay and allowances of aviation cadets in the Air Corps, Regular Army, and for other purposes; to the Committee on Armed Services.

H. R. 4184. A bill to amend Public Law No. 26, Eightieth Congress, approved March 31, 1947, to provide for additional functions, duties, and employees in the Office of Selective Service Records, and for other purposes; to the Committee on Armed Services.

By Mr. CURTIS:
H. R. 4185. A bill to provide for the deduction from gross income for income-tax purposes of expenses incurred by farmers for the purpose of soil conservation and leveling land used or to be used in farming operations; to the Committee on Ways and Means.

By Mr. JAVITS:
H. R. 4186. A bill to prohibit and punish the unauthorized use of the official seal, emblem, and name of the United Nations, and for other purposes; to the Committee on Foreign Affairs.

By Mr. KEARNEY:
H. R. 4187. A bill to amend subsection (d) of section 500 of the Servicemen's Readjustment Act of 1944, as amended; to the Committee on Veterans' Affairs.

By Mr. MacKINNON:
H. R. 4188. A bill to provide that Members of Congress may act as notaries public during their terms of office; to the Committee on the Judiciary.

By Mr. SMITH of Wisconsin:
H. R. 4189. A bill to provide for the deportation of certain aliens eligible to citizenship who do not take action to become citizens; to the Committee on the Judiciary.

By Mr. WILSON of Indiana:
H. R. 4190. A bill to amend the General Bridge Act of 1946; to the Committee on Public Works.

By Mr. HOLMES:
H. R. 4191. A bill to authorize the construction of the Klickitat unit of the Wapato project, Yakima Indian Reservation, Wash., and for other purposes; to the Committee on Public Lands.

By Mr. McDONOUGH:
H. R. 4192. A bill to amend paragraph (A) (1) of Public Law No. 662, Seventy-ninth

Congress, chapter 869, second session, and for other purposes; to the Committee on Veterans' Affairs.

H. R. 4193. A bill to guarantee that the civil liberties of labor shall not be abridged; to the Committee on Education and Labor.

H. R. 4194. A bill to amend the Labor-Management Relations Act of 1947 to equalize legal responsibilities of labor organizations and employers, and for other purposes; to the Committee on Education and Labor.

By Mr. RAINS:
H. R. 4195. A bill to amend the Reconstruction Finance Corporation Act, as amended; to the Committee on Banking and Currency.

By Mr. REED of Illinois:
H. R. 4196. A bill to incorporate the Society of the First Division; to the Committee on the Judiciary.

By Mr. REES:
H. R. 4197. A bill to further amend the Classification Act of 1923, as amended; to clarify the meaning of references in the act of number of employees supervised and size of organization unit; and for other purposes; to the Committee on Post Office and Civil Service.

By Mr. BROWN of Ohio:
H. J. Res. 238. Joint resolution to amend paragraph 172 of the Tariff Act of 1930; to the Committee on Ways and Means.

By Mr. HOFFMAN:
H. Con. Res. 70. Concurrent resolution authorizing the Committee on Expenditures in the Executive Departments of the House of Representatives to have printed for its use additional copies of the hearings on the bill (H. R. 2319) the National Security Act of 1947; to the Committee on House Administration.

By Mr. SEELY-BROWN:
H. Con. Res. 71. Concurrent resolution establishing a joint committee to investigate high prices of consumer goods; to the Committee on Rules.

PRIVATE BILLS AND RESOLUTIONS

Under clause 1 of rule XXII, private bills and resolutions were introduced and severally referred as follows:

By Mr. BYRNE of New York:
H. R. 4198. A bill for the relief of Miss Denise Simone Boutant; to the Committee on the Judiciary.

By Mr. PATTERSON:
H. R. 4199. A bill for the relief of George Haniotis; to the Committee on the Judiciary.

PETITIONS, ETC.

Under clause 1 of rule XXII, petitions and papers were laid on the Clerk's desk and referred as follows:

741. By the SPEAKER: Petition of Mrs. Johanna Hansjacob, St. Petersburg, Fla., petitioning consideration of their resolution with reference to endorsement of the Townsend plan, H. R. 16; to the Committee on Ways and Means.

742. Also, petition of Miss Martha Moffitt, Sanford, Fla., and others, petitioning consideration of their resolution with reference to endorsement of the Townsend plan, H. R. 16; to the Committee on Ways and Means.

743. Also, petition of Miss Sue Laverents, Jacksonville, Fla., and others, petitioning consideration of their resolution with reference to endorsement of the Townsend plan, H. R. 16; to the Committee on Ways and Means.

744. By Mr. LYNCH: Petition of Catholic War Veterans, St. Helena Post, No. 202, urging enactment of H. R. 1981 to make Good Friday a national holiday; to the Committee on the Judiciary.

12. D.C. APPROPRIATION BILL, 1948. Received the conference report on this bill, H.R. 4106 (pp. 9775-6).
13. GEOGRAPHIC NAMES. Passed without amendment S. 1262, to establish a Board on Geographic Names, which will include a representative of this Department, to act jointly with the Secretary of the Interior in providing for uniformity in geographic nomenclature and orthography throughout the Federal Government (pp. 9721-2). This bill will now be sent to the President.
14. RESEARCH. Received the conference report on S. 526, to create a National Science Foundation (pp. 9789-92).
15. FORESTS. Passed without amendment H.R. 1826, to make it a petty offense to enter any national forest land while it is closed to the public (pp. 9722-3).
16. MARKETING. Passed with amendment H.R. 452, to make provisions of the Agricultural Marketing Agreement Act of 1937 applicable only to the following commodities, other than milk and its products: fruits (including pecans and walnuts but not including apples, other than apples produced in the States of Washington, Oregon, and Idaho; and not including fruits, other than olives, for canning or freezing) and their products, tobacco and its products, vegetables (not including vegetables, other than asparagus, for canning or freezing) and their products, soybeans, and their products, hops and their products, honeybees, and naval stores as included in the Naval Stores Act and standards established thereunder (including refined or partially refined oleoresin); to permit marketing agreements and orders to operate under certain conditions when the seasonal average price is above parity; to permit a requirement of compulsory inspection; and to authorize the levying of assessments when no regulation is in effect (pp. 9724-5).
17. PEANUT MARKETING QUOTAS. Passed without amendment H.R. 4124, to amend the peanut marketing quota provisions of the Agricultural Adjustment Act (p. 9745). For provisions of the bill see Digest 135.
18. RESEARCH. Passed without amendment H.R. 4110, to amend the Research and Marketing Act of 1946 so as to provide that not less than 20% of the funds "appropriated", rather than those "authorized to be appropriated", for general research shall be used by the State agricultural experiment stations for conducting marketing research projects approved by the USDA (p. 9749).
19. SUBSIDIES. Passed as reported H.R. 3738, to authorize retroactive subsidies to certain livestock slaughterers who became eligible under a regulation effective July 23, 1945, changing the definition of a non-processing slaughterer (p. 9757).
20. MILK PRICE SUPPORTS. Passed as reported H.R. 3370, to make specific provision for milk-price supports (pp. 9747-8).
21. LANDS. Passed with an amendment H.R. 3043, to provide for the transfer from this Department to Interior Department the Crab Orchard Creek Land Utilization Project, Ill., and from the War Department to Interior the Ill. Ordnance Plant, both for use as a wildlife management area, except that lands not required for such area may be leased (p. 9746).
22. PERSONNEL. Passed as reported H.R. 739, which provided that, in any reduction in personnel, consideration shall be given to tenure, military preference, length of service, and efficiency ratings, but that equal credit shall be given efficiency ratings of "good" or better except that such employees shall be retained in preference to all other competing employees and that those with ratings be-

low "good" shall be retained in preference to competing nonpreference employees who have equal or lower ratings, and that no employee having permanent status shall be released as long as there is a war-service employee retained within an agency in a position for which the status employee is qualified (pp. 9754-5).

23. GRAZING. Passed without amendment H.R. 4079, to amend the Taylor Grazing Act regarding disposition of fees, etc. (pp. 9741-2).

24. FORESTS. Passed without amendment S. 616, to authorize creation of a game refuge in the Francis Marion National Forest, S.C. (p. 9671). This bill will now be sent to the President.

On objections of Reps. Fulton, Marcantonio, and Huber, passed over H.R. 2867, to permit mining locations under the mining laws within that portion of the Harney National Forest designated as a game sanctuary (p. 9744).

H.R. 1330 as reported (see Digest 135) abolishes the Jackson Hole National Monument, Wyo., and of the lands comprising it, transfers those to the west of Snake River, including a 50-foot strip on the east side of the river, to the Grand Teton National Park; and transfers the lands east of the Snake River, other than the 50-foot strip, to the Forest Service.

Passed as reported H.R. 3175, to add certain public and other lands to the Shasta National Forest, Calif. (p. 9731).

Passed over without prejudice H.R. 1809, to facilitate the use and occupancy of national forest lands by authorizing permits for the use of larger tracts for homesites, hotels, etc. (p. 9734).

25. PURCHASING. Passed as reported H.R. 4010, to authorize U.S. agencies to furnish or procure and furnish materials, supplies, etc., to public international organizations on a reimbursable basis (pp. 9757-8).

26. RECLAMATION; Discussed and, on objection by Rep. Rich, Pa., passed over S. 1597, to reauthorize and reduce the area of the Gila reclamation project (pp. 9743-4).

Passed without amendment H.R. 3834, to authorize rehabilitation of certain works in the Fort Sumner irrigation district, N. Mex. (p. 9745).

Passed over on objection of Rep. Rich, Pa., H.R. 2873, to amend the Reclamation Project Act of 1939 (pp. 9739-40).

27. DRAINAGE. On objection of Rep. Kean, N.J., passed over H.R. 3538, to authorize this Department to make drainage investigations (p. 9753).

28. ALASKA SETTLEMENT. Passed as reported H.R. 4059, to provide for settlement of veterans on certain lands in Alaska, including national-forest lands (pp. 9753-4).

29. LATIN AMERICA. At the request of Rep. Kean, N.J., passed over H.R. 4168, to provide for reincorporation of the Institute of Inter-American Affairs (p. 9758).

30. FARM LOANS. Passed as reported H.R. 3325, to enable Osage Indians who served in World War II to obtain loans under the Servicemen's Readjustment Act of 1944 (p. 9745).

31. STATISTICS. Passed as reported S. 1497, to provide for collection of fats-and-oils statistics by the Census Bureau (pp. 9742-3).

32. FLOOD DAMAGE; SURPLUS PROPERTY. Passed without amendment S. 1515, to make surplus property available for alleviation of damage caused by flood or other catastrophe (p. 9760). This bill will now be sent to the President.

33. SMALL BUSINESS. Passed as reported S. Con. Res. 14, requesting fair representation of small businessmen on policy-making bodies created by Executive appointment (p. 9749).

Mr. KEAN. If the War Department and the people who wrote the bill would limit the number of cemeteries, we might consider it, but under this bill there is no limit to the number of cemeteries the Secretary of War can build.

Mr. BARRETT. The report shows that they propose to use but five additional cemetery sites, and all of them are on surplus property of the United States and located in the highly populated States.

Mr. KEAN. That is what the former Secretary of War wants to do, but we have a new Secretary now.

The SPEAKER. Is there objection to the present consideration of the bill?

Mr. KEAN. I object, Mr. Speaker.

OSAGE INDIANS WHO SERVED IN WORLD WAR II

The Clerk called the bill (H. R. 3325) to enable Osage Indians who served in World War II to obtain loans under the Servicemen's Readjustment Act of 1944, and for other purposes.

There being no objection, the Clerk read the bill, as follows:

Be it enacted, etc., That the provisions of section 6 of the act approved February 27, 1925 (43 Stat. 1008), as amended by section 5 of the act approved March 2, 1929 (45 Stat. 1478), which make invalid contracts of debt entered into by certain members of the Osage Tribe of Indians, shall not apply to any debt contracted pursuant to title III of the Servicemen's Readjustment Act of 1944 by any member of such tribe who, by reason of his service in the armed forces of the United States during World War II, is eligible for the benefits of such title III; and any other member of the Osage Tribe upon attaining the age of 21 years may contract a valid debt without approval of the Secretary of the Interior: *Provided*, That the Osage lands and funds and any other property which has heretofore or which may hereafter be held in trust or under supervision of the United States for such Osage Indians not having a certificate of competency shall not be subject to forced sale to satisfy any debt or obligation contracted or incurred prior to the issuance of a certificate of competency.

With the following committee amendment:

On page 2, line 10 after "to", insert "lien, levy, attachment, or."

The committee amendment was agreed to.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

PEANUT MARKETING QUOTAS

The Clerk called the bill (H. R. 4124) to amend the peanut marketing quota provisions of the Agricultural Adjustment Act of 1938, as amended.

The SPEAKER. Is there objection to the present consideration of the bill?

Mr. CARROLL. Reserving the right to object, Mr. Speaker, I should like to have an explanation of the bill.

Mr. PACE. The Secretary of Agriculture under the authority of the Agricultural Adjustment Act has proclaimed peanut marketing quotas for the 1948 crop. Under the present law the penalty for excess production of peanuts is 3 cents per pound. This bill changes the penalty to 50 percent of the support

price, as is now provided in the case of wheat, cotton, and corn.

Second, it defines the marketing quota as the actual production on the allotted acreage. The present law provides for either the actual production or the normal yield. This change is necessary because throughout the war no records have been kept on yields. Therefore, there could be no way of testing the normal yield requirement.

Mr. H. CARL ANDERSEN. Does this have the unanimous approval of the gentleman's committee?

Mr. PACE. It does. The gentleman from Virginia [Mr. HARDY] is author of the bill and it carries the recommendation of the Department of Agriculture. They regard these changes as necessary to effectively carry out the program in 1948.

The SPEAKER. Is there objection to the present consideration of the bill?

There being no objection, the Clerk read the bill, as follows:

Be it enacted, etc., That section 358 of the Agricultural Adjustment Act of 1938, as amended (U. S. C., title 7, sec. 1358), is amended by striking the last sentence of subsection (d) and inserting in lieu thereof the following: "The amount of the marketing quota for each farm shall be the actual production of the farm acreage allotment, and no peanuts shall be marketed under the quota for any farm other than peanuts actually produced on the farm."

SEC. 2. Section 359 of the Agricultural Adjustment Act of 1938, as amended (U. S. C., title 7, sec. 1359), is amended as follows:

(1) By changing the first sentence of subsection (a) to read as follows: "The marketing of any peanuts in excess of the marketing quota for the farm on which such peanuts are produced, or the marketing of peanuts from any farm for which no acreage allotment was determined, shall be subject to a penalty at a rate equal to 50 percent of the basic rate of the loan (calculated to the nearest tenth of a cent) for farm marketing quota peanuts for the marketing year August 1-July 31).

(2) By striking out the last sentence of subsection (a) and inserting in lieu thereof the following: "Peanuts produced in a calendar year in which marketing quotas are in effect for the marketing year beginning therein shall be subject to such quotas even though the peanuts are marketed prior to the date on which such marketing year begins. If any producer falsely identifies or fails to account for the disposition of any peanuts, an amount of peanuts equal to the normal yield of the number of acres harvested in excess of the farm acreage allotment shall be deemed to have been marketed in excess of the marketing quota for the farm, and the penalty in respect thereof shall be paid and remitted by the producer. If any amount of peanuts produced on one farm is falsely identified by a representation that such peanuts were produced on another farm, the acreage allotments next established for both such farms shall be reduced by that percentage which such amount was of the respective farm marketing quotas, except that such reduction for any such farm shall not be made if the Secretary through the local committees finds that no person connected with such farm caused, aided, or acquiesced in such marketing; and if proof of the disposition of any amount of peanuts is not furnished as required by the Secretary, the acreage allotment next established for the farm on which such peanuts are produced shall be reduced by a percentage similarly computed.

(3) By striking subsection (b) and redesignating subsections (c), (d), (e), (f), and

(g), as subsections (b), (c), (d), (e), and (f), respectively.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

FORT SUMNER IRRIGATION DISTRICT, N. MEX.

The Clerk called the bill (H. R. 3834) to authorize a project for the rehabilitation of certain works of the Fort Sumner irrigation district in New Mexico, and for other purposes.

There being no objection, the Clerk read the bill, as follows:

Be it enacted, etc., That, for the purpose of providing water for the irrigation of approximately 3,500 acres of arid lands on the Pecos River in New Mexico, the Secretary of the Interior is hereby authorized to rehabilitate, operate, and maintain in accordance with the Federal reclamation laws (act of June 17, 1902, 32 Stat. 388, and acts amendatory thereof or supplementary thereto) the irrigation system of the Fort Sumner irrigation district of New Mexico and to construct all necessary works incidental thereto: *Provided*, That the project shall not be initiated until contracts satisfactory to the Secretary of the Interior shall have been executed with—

(a) An irrigation or conservancy district, satisfactory in form and powers to the Secretary and embracing the lands of the project as determined by him, obligating the district, among other things, (i) to repay to the United States without interest the cost of rehabilitating and constructing the project, the terms to be such as will secure repayment as rapidly as, in the judgment of the Secretary, the district can reasonably be expected to make repayment and, in any event, within the useful life of the project; (ii) to pay for or otherwise provide adequate operation and maintenance, including replacements, of the project works during the period of the contract; and (iii) to furnish the Secretary with such control over and access to project works which are owned by or within the control of the district as he may require in order to safeguard the investment of the United States in the project; and

(b) The holder or holders of at least 90 percent of the outstanding general obligation bonds of the Fort Sumner irrigation district providing for such refinancing or cancellation of those bonds and scheduling of payments of principal and interest called for thereby as the Secretary believes necessary in order to insure fulfillment of the obligations required under (a) above.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

MISSION POINT LIGHTHOUSE RESERVATION, GRAND TRAVERSE COUNTY, MICH.

The Clerk called the bill (H. R. 3619) relating to the sale of the Mission Point Lighthouse Reservation, Grand Traverse County, Mich.

There being no objection, the Clerk read the bill, as follows:

Be it enacted, etc., That, notwithstanding the provisions of the Surplus Property Act of 1944 or of any other law, the Federal Works Administrator is hereby authorized, in his discretion, to sell all that tract or parcel of land lying in lots 1 and 2 of section 23, township 30 north, range 10 west, in the county of Grand Traverse and State of Michigan, containing five and thirty-eight one-hundredths acres of land, more or less, to—

gether with all buildings, structures, and improvements thereon (known as the Mission Point Lighthouse Reservation), in the manner and subject to the terms and conditions provided in the act entitled "An act to authorize the sale of Federal buildings," approved August 26, 1935 (U. S. C., 1940 ed., title 40, sec. 345b).

With the following committee amendment:

Page 1, line 5, after "sell", insert "for use as a public park."

The committee amendment was agreed to.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

RETIREMENT OF REGULAR ARMY PERSONNEL

The Clerk called the bill (H. R. 2744) to provide for the selection for elimination and retirement of officers of the Regular Army, for the equalization of retirement benefits for members of the Army of the United States, and for other purposes.

Mr. KEAN. Mr. Speaker, I ask unanimous consent that the bill be passed over without prejudice.

Mr. JOHNSON of California. Mr. Speaker, reserving the right to object, I would like to explain what this bill does and would appreciate it if the gentleman would withhold his request.

Mr. KEAN. Mr. Speaker, this bill is going to cost \$6,000,000 and establishes a very important policy. I do not think it ought to be on the Consent Calendar. It involves \$5,000,000 and perhaps a great deal more.

Mr. JOHNSON of California. Mr. Speaker, the bill under consideration was given exhaustive hearings in the Seventy-eighth Congress. Also it does not involve a cost of \$6,000,000 a year till 1957. The cost in 1948 will be about \$1,500,000.

Mr. KEAN. If the gentleman will pardon an interruption, that is a very good reason why the bill should also have the exhaustive attention of the House and not be considered on the Consent Calendar.

Mr. JOHNSON of California. Mr. Speaker, if I may explain the bill, you may agree that it could properly be passed by consent. We had very exhaustive hearings on the bill in this Congress. The bill passed the last Congress in almost the identical form, by a unanimous vote. The cost of this bill to which the gentleman objects is estimated at \$1,500,000 a year starting in 1948 and going up to \$6,500,000 in 10 years.

The bill provides briefly for a plan to eliminate incompetent and inefficient Regular Army officers. That is a problem that the War Department has been struggling with for 27 years. We think we have a good solution for that problem, a solution which will make money for the Government.

The second part of the bill provides for a retirement plan for the Regular Army, raising the present retirement from 15 years to a minimum of 20 years and providing for 2½ percent of the pay of the rank of the individual at the time of retirement, but not more than 75 percent of the pay of the rank at retirement.

The third part of the bill is the important part, in view of the explosive and dangerous conditions in which we find ourselves today. We provide a general plan of retirement for the reserve components of the Army and Navy. That is something that has never been done before, and we believe it will provide the reserves which will keep America ready for trouble at any time. This is a plan to allow us later to reduce our Regular Army Establishment. This will provide for nominal amounts of retirement pay at the time the man reaches the age of 60 years, providing that he has a minimum of 20 years of service in the reserve component, at least three of which have been in active service.

It is a very important bill. It is a bill that has had considerable thought, and exhaustive hearings have been held on it. It was recommended by every single group in our country that is interested in national defense.

Mr. CARROLL. Mr. Speaker, will the gentleman yield?

Mr. JOHNSON of California. I yield.

Mr. CARROLL. Does not the gentleman believe that by the very nature of this bill and its importance that it ought to be discussed fully by the membership of this body?

Mr. JOHNSON of California. It means putting the bill over to next winter and delaying the matter 6 months.

(Mr. JOHNSON of California asked and was given permission to revise and extend his remarks.)

The SPEAKER. Is there objection to the request of the gentleman from New Jersey [Mr. KEAN]?

There was no objection.

SECRETARY OF THE INTERIOR

The Clerk called the bill (H. R. 3043) to provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes.

There being no objection, the Clerk read the bill, as follows:

Be it enacted, etc., That in order to promote the orderly development and use of the lands and interests therein acquired by the United States in connection with the Crab Orchard Creek project and the Illinois ordnance plant in Williamson, Jackson, and Union Counties, Ill., consistent with the needs of agriculture, industry, recreation, and wildlife conservation, all of the interests of the United States in and to such lands are hereby transferred to the Secretary of the Interior for administration, development, and disposition, in accordance with the provisions of this act.

SEC. 2. All of the lands transferred to the Secretary of the Interior, pursuant to the provisions of this act, first shall be classified by him with a view to determining, in cooperation with Federal, State, and public or private agencies and organizations, the most beneficial use that may be made thereof to carry out the purposes of this act, and thereafter such lands as may be properly utilized for the development of agricultural, industrial, and related purposes shall be sold or otherwise disposed of at such times and under such terms and conditions, including exchange as authorized by section 902 of the act of June 15, 1935 (49 Stat. 381; 16 U. S. C. 715d-1), as are deemed to be in the best interests of the United States and consistent with the purposes of this act. All lands not sold or otherwise disposed of shall be administered by the Secretary of the Interior, through the Fish and Wildlife Service, as a wildlife management area in accordance with

and subject to the provisions of, the act of August 14, 1946, and acts supplementary thereto and amendatory thereof.

SEC. 3. All moneys received by the Secretary of the Interior from the sale or other disposition of lands in accordance with the provisions of this act, shall be credited to the then current appropriations for the administration of wildlife refuges and shall remain available until expended for the administration, maintenance, and development of such of the lands as are made available by this act for administration as a wildlife management area.

With the following committee amendments:

Page 2, line 8, after the words "purposes of this act", strike out the remainder of section 2 and insert in lieu thereof the words "including the development of wildlife conservation, agricultural, recreational, industrial, and related purposes. Such lands as have been or may hereafter be determined to be chiefly valuable for industrial purposes shall be leased for such purposes at such times and under such terms and conditions as are consistent with the general purposes of section 2 of the Surplus Property Act of 1944, as amended, and with the purposes of this act. Except to the extent otherwise provided in this act, all lands herein transferred shall be administered by the Secretary of the Interior through the Fish and Wildlife Service in accordance with the provisions of the act of August 14, 1946 (Public Law 732, 79th Cong.) and acts supplementary thereto and amendatory thereof for the conservation of wildlife, and for the development of the agricultural, recreational, industrial, and related purposes specified in this act."

Page 2, line 23, strike out the words "sale or other disposition of lands," and insert in lieu thereof the words "lease of lands chiefly valuable for industrial purposes."

The committee amendments were agreed to.

Mr. COLE of New York. Mr. Speaker, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. COLE of New York: Page 3, line 12, the period at the end of section 2, as reported by the Committee on Merchant Marine and Fisheries, is changed to a colon, and the following is added: "Provided, That no jurisdiction shall be exercised by the Secretary of the Interior over that portion of such lands and the improvements thereon which are now utilized by the War Department directly or indirectly until such time as it is determined by the Secretary of War that utilization of such portions of such lands and the improvements thereon directly or indirectly by the War Department is no longer required: *Provided further*, That, subsequent to the determination referred to in the preceding proviso, the lands and improvements mentioned therein shall be administered by the Secretary of the Interior, and any lease or other disposition thereof shall be made subject to such terms, conditions, restrictions, and reservations imposed by the Secretary of War as will, in the opinion of the Secretary of War, be adequate to assure the continued availability for war-production purposes of such lands and improvements."

The amendment was agreed to.

Mr. COLE of New York. Mr. Speaker, I offer another amendment.

The Clerk read as follows:

Amendment offered by Mr. COLE of New York: On page 3, line 13, strike out all of section 3.

The amendment was agreed to.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

80TH CONGRESS
1ST SESSION

H. R. 3043

IN THE SENATE OF THE UNITED STATES

JULY 22 (legislative day, JULY 16), 1947

Read twice and referred to the Committee on Interstate and Foreign Commerce

AN ACT

To provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That in order to promote the orderly development and use
4 of the lands and interests therein acquired by the United
5 States in connection with the Crab Orchard Creek project
6 and the Illinois Ordnance Plant in Williamson, Jackson,
7 and Union Counties, Illinois, consistent with the needs of
8 agriculture, industry, recreation, and wildlife conservation,
9 all of the interests of the United States in and to such lands
10 are hereby transferred to the Secretary of the Interior for

1 administration, development, and disposition, in accordance
2 with the provisions of this Act.

3 SEC. 2. All of the lands transferred to the Secretary of
4 the Interior, pursuant to the provisions of this Act, first
5 shall be classified by him with a view to determining, in
6 cooperation with Federal, State, and public or private
7 agencies and organizations, the most beneficial use that may
8 be made thereof to carry out the purposes of this Act, in-
9 cluding the development of wildlife conservation, agricultural,
10 recreational, industrial, and related purposes. Such lands
11 as have been or may hereafter be determined to be chiefly
12 valuable for industrial purposes shall be leased for such
13 purposes at such times and under such terms and conditions as
14 are consistent with the general purposes of section 2 of the
15 Surplus Property Act of 1944, as amended, and with the
16 purposes of this Act. Except to the extent otherwise pro-
17 vided in this Act, all lands herein transferred shall be admin-
18 istered by the Secretary of the Interior through the Fish
19 and Wildlife Service in accordance with the provisions of
20 the Act of August 14, 1946 (Public Law 732, Seventy-
21 ninth Congress), and Acts supplementary thereto and
22 amendatory thereof for the conservation of wildlife,
23 and for the development of the agricultural, recrea-
24 tional, industrial, and related purposes specified in
25 this Act: *Provided*, That no jurisdiction shall be

1 exercised by the Secretary of the Interior over that por-
2 tion of such lands and the improvements thereon which are
3 now utilized by the War Department directly or indirectly
4 until such time as it is determined by the Secretary of War
5 that utilization of such portions of such lands and the im-
6 provements thereon directly or indirectly by the War De-
7 partment is no longer required: *Provided further*, That,
8 subsequent to the determination referred to in the pre-
9 ceding proviso, the lands and improvements mentioned
10 therein shall be administered by the Secretary of the Interior,
11 and any lease or other disposition thereof shall be made
12 subject to such terms, conditions, restrictions, and reser-
13 vations imposed by the Secretary of War as will, in the
14 opinion of the Secretary of War, be adequate to assure
15 the continued availability for war production purposes of
16 such lands and improvements.

Passed the House of Representatives July 21, 1947.

Attest:

JOHN ANDREWS,

Clerk.

AN ACT

To provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes.

JULY 22 (legislative day, JULY 16), 1947

Read twice and referred to the Committee on Interstate and Foreign Commerce

13. MEXICAN FENCE. Passed as reported S.J.Res. 46, to provide for a fence along the Mexican border to provide protection from animal diseases, etc. (pp.10016-7).
14. RESEARCH LAND. Passed without amendment H.R. 2511, to authorize sale of a 2-acre tract of land in the Agricultural Research Center, Beltsville, to the Queens Chapel Methodist Church (p. 10018). This bill will now be sent to the President.
15. FOREST SERVICE LAND. Passed with amendment S. 1505, to direct transfer to Boise, Idaho, of 9 lots of a 5-acre tract of land donated to the U.S. by Boise and now used by Forest Service as a site for central repair shops (pp. 10018-9).
16. RECLAMATION. Passed without amendment S. 1639, authorizing repair and rehabilitation of irrigation works damaged by flood and prevention of flood damage in Fort Sumner irrigation district (pp. 10021-2).
17. FOREIGN AFFAIRS. Passed without amendment S. 1574, to authorize any Government agency to furnish or to procure and furnish materials, supplies, and equipment to public international organizations (pp. 10035-6).
18. PERSONNEL RETIREMENT. Passed without amendment H.R. 1995, to amend the Civil Service Retirement Act to provide for return of the amount of deductions from compensation of any employee who is separated from service or transferred to a position not within the purview of the Act before completing 10 years of service (pp. 10044-5). This bill will now be sent to the President.
19. VETERANS PREFERENCE. Passed without amendment S. 1493, to amend the Veterans' Preference Act so as to require Federal agencies to comply with CSC recommendations on appeals of preference eligibles. The vote was then reconsidered at the request of Sen. Taft, Ohio, and the bill was passed over (p. 10045.)
Passed without amendment S. 1494, to amend the Veterans' Preference Act so as to make it mandatory for administrative officers to take corrective action recommended by CSC in the case of appeals of preference eligibles (p.10042).
Passed as reported S. 999, to amend the Veterans' Preference Act so as to limit service-connected disability preference to disabilities compensable under laws administered by VA, War, or Navy Departments; provide that preference points shall be added only to earned ratings which meet the minimum qualification rate for a particular examination; and provide that in examinations for guards, elevator operators, messengers, and custodians, competition shall be restricted to persons entitled to preference (p. 10008).
20. BILLS PASSED OVER. The following bills were discussed and passed over:
Renount Service. H.R. 3484, to transfer this Service to the Department of Agriculture from the War Department (pp. 1004-5).
Grain bonus. S. 669, to provide for payment of the 30-cent wheat and corn bonus on grain produced and sold between Jan. 1, 1945, and Apr. 18, 1946 (p. 9997).
Subsistence expense. S. 544, to increase the subsistence-expense allowances (pp. 9999-10000).
Appropriations. S. Con. Res. 6, to include all general appropriation bills in one consolidated bill (p. 10006).
Research; Information. S. 493, to provide for coordination of agencies disseminating technological and scientific information (pp. 10006-7).
Forests. H.J.Res. 205, to permit timber sales in the Tongass National Forest, Alaska, in such a way as to facilitate pulp production (pp.10008-9, 10024-5).
Veterans' Preference. S. 416, to extend veterans' preference benefits to widowed mothers of certain ex-servicemen (p. 100017).
Farm training. H.R. 2181, relating to institutional on-farm training for veterans (pp. 10027, 10058).

21. NATIONAL FORESTS. The Agriculture and Forestry Committee approved (but did not actually report) H.R. 1826, making it a petty offense to enter any national forest land closed to the public (p. D590).
22. MARKETING. The Agriculture and Forestry Committee approved (but did not actually report) H.R. 4124, to amend the peanut marketing quota provisions of the Agricultural Adjustment Act; and H. R. 452, to amend the Agricultural Marketing Agreement Act (p. D590).
23. RESEARCH. The Agriculture and Forestry Committee approved (but did not actually report) H.R. 4110, to amend the Research and Marketing Act so as to provide that not less than 20% of the funds "appropriated", rather than those "authorized to be appropriated"; for general research shall be used by the State agricultural experiment stations for conducting marketing research projects approved by the USDA (p. D590).
24. LATIN AMERICA. Passed without amendment S. 1678, to provide for the reincorporation of the Institute of Inter-American Affairs (pp. 10052-3). This bill will now be sent to the President.
25. LANDS. The Interstate and Foreign Commerce Committee reported without amendment H.R. 3043, to transfer the Crab Orchard Creek land utilization project and the Ill. Ordnance Plant to the Interior Department for use as a wildlife management area, except that lands not required for such area may be leased under certain conditions (S.Rept. 701) (p. 9993).
26. MINERALS. The Public Lands Committee reported without amendment H.R. 1602, to stimulate exploration, development, and production from domestic mines by continuing for 2 years the premium price plan for copper, lead, and zinc through REC (S.Rept. 709) (p. 9993).

HOUSE

27. FARM LOANS. The Veterans Affairs Committee reported without amendment H.R. 4309, to amend title III of the Servicemen's Readjustment Act of 1944 pertaining to "Loans for the purchase or construction of homes, farms, and business property," so as to provide more adequate and effective farm-loan benefits (H.Rept. 1039) (p. 9989). The Daily Digest states that this bill would authorize "Farm Credit Administration to make direct loans to World War II veterans (p. D591).
28. INDEPENDENT OFFICES APPROPRIATION BILL, 1948. Received the conference report on this bill, H.R. 3839 (pp. 9979-81).
29. COMMITTEES. Rep. Wat Arnold, Mo., was elected to the Agriculture Committee vice Rep. Clevenger, Ohio, resigned and Rep. Clevenger was elected to the Appropriations Committee vice Rep. Jones, Ohio, resigned (p. 9943).
Reps. Pickett (Tex.), and Mack (Wash.) were elected to the Public Works Committee (pp. 9942-3).
30. ACCOUNTING. The Expenditures in the Executive Departments Committee reported with amendments S. 1350, which authorizes GAO to relieve disbursing and other accountable officers for physical loss or deficiency of Government funds, vouchers, checks, etc., under certain conditions not involving fault or negligence (H.Rept. 1040) (p. 9989).
The Expenditures in the Executive Departments Committee reported with amendment S. 907, to provide for the orderly transaction of public business in the event of the death, resignation, or separation from office of regional disbursement officers of the Treasury Department (H.Rept. 1046) (p. 9989).

TRANSFERRING LANDS TO THE SECRETARY OF THE
INTERIOR

JULY 23 (legislative day, JULY 16), 1947.—Ordered to be printed

Mr. WHITE, from the Committee on Interstate and Foreign Commerce, submitted the following

REPORT

[To accompany H. R. 3043]

The Committee on Interstate and Foreign Commerce, to whom was referred the bill (H. R. 3043) to provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes, having considered the same, report favorably thereon, without amendment, and recommend that the bill do pass.

There is set forth below for the information of the Senate the report of the House Committee on Merchant Marine and Fisheries (H. Rept. 790) which explains in detail the purposes of the bill. Basically what the bill does is to transfer certain lands owned by the United States to the Secretary of the Interior in order to permit their use as a wildlife management area and to assist in their development not only for recreational purposes but for agricultural and industrial purposes as well.

[H. Rept. No. 790, 80th Cong., 1st sess.]

PURPOSE OF THE BILL

The purpose of this bill is to transfer certain lands owned by the United States to the Secretary of the Interior in order to permit their use as a wildlife management area and to assist in their development for agricultural, industrial, and recreational purposes. To accomplish this objective, section 1 of the bill specifies that the interests of the United States in tracts of land known as the Crab Orchard Creek project and the Illinois ordnance plant in Williamson, Jackson, and Union Counties, Ill., are transferred to the Secretary of the Interior. Provision is made in the second section that the Secretary shall classify the land to determine, in cooperation with Federal, State, and other organizations, the most beneficial use that may be made of it; such lands as are valuable for industrial purposes shall be leased for such use in accordance with the general provisions of section 2 of the Surplus Property Act of 1944, as amended. That section further provides that the land transferred to the Secretary of the Interior shall be administered through the Fish and Wildlife Service in accordance with the provisions of the act of August 14, 1946 (Public Law 732, 79th Cong.), and for the development of agricultural, recreational, and industrial purposes. Under the terms of section 3, all moneys received from the lease of the industrial lands shall be credited to the current appropriations for the administration of wildlife refuges and shall be expended for the administration, maintenance, and development for wildlife

management purposes of the lands made available by this bill. It will be seen that this bill will accomplish two purposes: First, it will establish a wildlife refuge; second, it will bring under a single department of the Government adjoining lands presently being administered by several Federal agencies.

The land to be transferred to the Secretary of the Interior under the terms of this bill consists of 43,896 acres, including an artificial lake of approximately 7,000 acres. The land comprising the Crab Orchard Creek project was originally obtained by the Resettlement Administration in 1936 and subsequently the project was taken over by the Department of Agriculture. In the course of the development of the project, approximately 31,550 acres of land were purchased and a dam built to create a lake of approximately 7,000 acres. Roads were built, reforestation started, and a few recreational facilities installed. In April 1942, an Executive order transferred approximately 10,285 acres of this project to the War Department for its use and that Department purchased an additional adjoining 12,300 acres. The two tracts thus obtained by the War Department were incorporated into the Illinois ordnance plant; the entire War Department tract has recently been declared surplus and certified to the War Assets Administration, which now has the property available for disposal pursuant to the Surplus Property Act of 1944. Except for that portion of the land which was used by the War Department during the war period, this tract has been principally utilized by the Department of Agriculture in connection with soil conservation and related activities, with a small revenue received from them through lease of grazing lands.

Because of its location along the flyway for migratory waterfowl and because of the existence of the water supply created by the artificial lake, this area is peculiarly and particularly suited for the development of a waterfowl refuge. For several years the Fish and Wildlife Service has recognized the need for a larger waterfowl refuge in this area, but has been unable to purchase the requisite tracts because of high land prices. As the land described in this bill is presently owned by the Government and is excellently suited for the purpose desired by the Fish and Wildlife Service, that agency has strongly urged approval of the proposed legislation.

While this land is extremely valuable for wildlife-conservation purposes, parts of it also are well suited for industrial, agricultural, and general recreational use. Your committee has been informed by the Fish and Wildlife Service that their utilization of this land for a wildlife refuge will not prevent its use for industrial, agricultural, and recreational purposes, but that, on the contrary, the program which they contemplate and which is provided for in this bill will assist in the development of this tract for these other purposes. A pledge was given by the Director of the Fish and Wildlife Service that, if this bill is enacted, that Service will make unrelenting efforts to attract and develop industrial uses of this tract. They have also submitted a plan for the operation of the refuge which will provide for the development of the area for recreational purposes and for the institution of a permanent program for agriculture. Yet cost to the Government for the administration of this project will, it is estimated, be in the neighborhood of only \$25,000 per year.

Most residents of the area in which these lands are located appear in favor of this bill. Their position is that the development of the wildlife refuge will attract numerous persons to the area, which in turn will provide business opportunities to many persons now residing in this section presently beset with unemployment problems. Opposition to the plan has been made by a few representatives of agricultural interests who desire that the land be made available for sale for agricultural purposes.

As will be seen from the correspondence set forth below, the three Government agencies presently having an interest in this property (the Interior, War, and Agriculture Departments) are not in accord concerning the desirability of this bill. The Secretary of the Interior has recommended that the proposed legislation be enacted on the grounds that a wildlife refuge is necessary in this area, that the tract is particularly suited for it, and that the development of the property for industrial, recreational, and agricultural purposes can best be handled under a single comprehensive plan. On the other hand, the Secretary of War has indicated opposition to the enactment of this bill as it affects the Illinois ordnance plant. Although that plant has been declared surplus, certain portions of it are presently being used under lease to a private concern as an ammonium-nitrate plant in connection with the War Department's fertilizer program. Agreement has been reached with the Fish and Wildlife Service to the effect that its program for this property will in no way change the status of this plant, thus obviating the War Department's objection to this bill. Opposition to the bill

was also expressed by the Secretary of Agriculture insofar as it relates to the Crab Orchard Creek project. His view is that part of this property, which adjoins the Shawnee National Forest, should be administered as a part of that forest and developed for recreational and industrial purposes. Similarly, the Fish and Wildlife Service has agreed to conduct its program in accordance with the Secretary of Agriculture's views as to the utilization of this part of the tract, thus avoiding this objection to the bill. A representative appearing for the War Assets Administration has indicated that that agency has no objection to the bill, but is of the opinion that the disposal of any property should be in accord with the Surplus Property Act of 1944, as amended. His proposal has been adopted by the committee's amendment.

Your committee has considered at length the views concerning the desirability of this legislation, and has resolved them in favor of the recommendations of the Interior Department. This decision has been based on the fact that your committee is of the opinion that development of this wildlife refuge is highly desirable, that this property is well suited for such use, and that it seems desirable that the property be transferred in its entirety to a single Government department which can coordinate its utilization for agricultural, industrial, and recreational purposes with its use for a refuge. Moreover, such development for industry, agriculture, and other purposes will not, we believe, be hindered in any way by use of part of the property for a waterfowl refuge as provided by this bill. Your committee is of the opinion that placing this property under the administration of a single Government department is highly desirable; as the Fish and Wildlife Service has agreed to administer the property so as to comply with the Agriculture and War Department's views, your committee feels that their objections to the bill have been satisfactorily resolved. Accordingly, your committee recommends enactment of this bill.

The reports of the Interior, War, and Agriculture Departments are set forth below:

THE SECRETARY OF THE INTERIOR,
Washington 25, D. C., May 21, 1947.

HON. FRED BRADLEY,
*Chairman, Committee on Merchant Marine and Fisheries,
House of Representatives.*

MY DEAR MR. BRADLEY: Reference is made to your letter of April 17, requesting a report on H. R. 3043, a bill to provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes.

I recommend that the proposed legislation be enacted.

The bill would transfer to the Secretary of the Interior the administration of approximately 43,896 acres of land, 31,544 acres of which were acquired some years ago by the Federal Government under its program for the retirement and reclassification of primarily submarginal lands. The balance of the area, 12,352 acres, was acquired by the War Department for use as an ordnance plant and now has been declared surplus to its needs. The original area, known as the Crab Orchard Creek project, together with the lands purchased by the War Department, constitutes a holding by the United States which lends itself readily to four general types of use, namely, wildlife, recreational, agricultural (including forestry), and industrial. Except for the use of a portion of the area by the War Department during the war period, the lands have been utilized heretofore principally in connection with the soil conservation and related activities of the Department of Agriculture. However, it is believed that all of the four general uses named can be correlated to provide for a most beneficial use from a public-purpose point of view under the authorizations provided in the proposed legislation.

The area is particularly adaptable for recreational and wildlife conservation purposes because of the existence of Crab Orchard Lake and two other partially completed impoundments known as Little Grassy Lake and Devils Kitchen Lake. Crab Orchard Lake extends over nearly 7,600 acres of the project and under proper management and development should enhance not only the wildlife and recreational possibilities of the area but also the value of certain portions of the area for both agriculture and industry.

Southern Illinois, because of its strategic location in the heart of the Mississippi flyway, has always been the location of important waterfowl concentrations. These concentrations have continued in recent years but meanwhile adequate waterfowl resting and feeding areas have diminished so rapidly that the ducks—and especially the geese—of the Mississippi flyway, which have from time immemorial used this area, are now in dire distress. For years the Fish and Wild-

life Service has recognized the need for a major waterfowl refuge in southern Illinois. Attempts were made to purchase several areas but failed because of exorbitant land prices and economic dislocation. Finally it became apparent that the most practical opportunity for the location of such a refuge was on an arm of the large Crab Orchard Lake Reservoir constructed by the Resettlement Administration and the Soil Conservation Service.

It is believed that approximately one-half of the total project area, now enclosed with a paddock-type steel fence, should be included within the wildlife refuge. As thus proposed, there would be about 2,900 surface acres of water, the east arm of Crab Orchard Lake, in the center of the refuge, and the balance of the lake area, some 4,700 surface acres of water, would be outside of the refuge. Under such a plan the refuge fits very nicely into the ultimate development of a large-scale over-all Crab Orchard Lake project. It must not be assumed, however, that the refuge area cannot and will not be utilized to a considerable extent for recreational and agricultural uses. All activities now going on at the reservoir could continue without restraint. These include such sports as fishing, boating, swimming, picnicking, and allied activities.

The balance of the area, including that portion of Crab Orchard Lake lying west of the proposed refuge, together with surrounding lands, is particularly adaptable for recreational uses and for a certain type of agricultural development. In addition, plans for Little Grassy Lake, the development of which has been held in abeyance for some time, call for complete recreational use which would include picnicking, boating, fishing, swimming, and, most important of all, a public shooting area. Again, the Devils Kitchen Lake, when the dam is completed, will be an ideal location for camp sites for Boy Scouts, Girl Scouts, 4-H Clubs, and similar organizations. Private cabin sites on this latter lake could be made available to the public on long-term leases at reasonable annual rentals. This lake also would provide for fishing, boating, swimming, and public hunting.

During the use by the War Department of some 22,000 acres of the project, a number of industrial facilities and sites were developed and the use of such sites for industrial purposes can and should be continued. The use of these sites for industrial purposes will not interfere with the use of other areas for wildlife conservation, recreational, and agricultural purposes. On the contrary, all four of these uses can be integrated closely in this somewhat unique situation. However, all of these uses can be properly correlated only if they are developed under a single comprehensive plan of the nature set out in the proposed legislation.

In view of my understanding that you desire an immediate report on H. R. 3043, it has not been possible to obtain clearance of this letter through the Bureau of the Budget. Therefore, no commitment can be made concerning the relationship of the foregoing views to the program of the President.

Sincerely yours,

J. A. KRUG,
Secretary of the Interior.

DEPARTMENT OF AGRICULTURE,
Washington, May 29, 1947.

CHAIRMAN, COMMITTEE ON MERCHANT MARINE AND FISHERIES,
House of Representatives.

DEAR MR. CHAIRMAN: In response to Mr. Bradley's request of May 21, 1947, for the views of this Department on H. R. 3043, a bill to provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes, we are glad to submit the following:

H. R. 3043 would transfer to the Secretary of the Interior all of the interests of the United States in and to the Crab Orchard Creek land utilization project and the Illinois ordnance plant, in Williamson, Jackson, and Union Counties, Ill. It would direct the Secretary of the Interior to sell or otherwise dispose of certain lands acquired by the United States in connection with the Crab Orchard project, and to administer the remainder as a wildlife management area and use the proceeds of sale for the administration of the wildlife area.

It would also provide for similar disposal of certain lands of the Illinois ordnance plant, for the administration of the remainder as a wildlife management area and for the use of the proceeds of sale for the administration for the residue lands as a wildlife area.

It is important to consider the two areas separately because of the different circumstances surrounding their acquisition, development, use, and status.

The Crab Orchard Creek land utilization project was established by the Resettlement Administration in 1936 to remove from cultivation lands unprofitable for

long-time agricultural use, to promote conservation of soil and water through forestry and grazing control, to aid in flood control, to assist in unemployment relief, and to provide recreational opportunities and facilities for people resident in the area and in population centers tributary thereto.

The project was taken over by this Department upon transfer to it of the Resettlement Administration and carried through to its present status. In course of development, approximately 31,550 acres of land were purchased, Crab Orchard Creek was dammed to create a lake of some 6,900 acres, roads were built or relocated, forest plantations were established, and certain recreation facilities were installed.

By Executive order of April 1, 1942, approximately 10,225 acres of the purchased lands were transferred to the jurisdiction of the War Department for military purposes. They did not revert to this Department when no longer needed for military purposes and so are not now a part of the Crab Orchard project. These transferred lands, together with approximately 12,300 additional acres purchased by the War Department, constitute the Illinois ordnance plant. This plant has now been declared surplus by the military and certified to the War Assets Administration, which has assumed custody thereof, and most of the land therein has been referred by the War Assets Administration to the Farm Credit Administration of this Department for disposal pursuant to the Surplus Property Act of 1944. We understand that the Fish and Wildlife Service desires to obtain custody of such land for management as a wildlife area. The area is surrounded by a heavy wire fence that adds to the feasibility of administering it as a unit. However, if any of the area is to be disposed of for agricultural use, the Farm Credit Administration has authority and is thoroughly qualified to do so. As to the Illinois ordnance plant lands, therefore, including those transferred to the War Department from the Crab Orchard project, this Department has no further comment, except to note that there has existed for some time a tentative understanding between representatives of this Department and of the Department of the Interior that the lands transferred from the Crab Orchard project to the Illinois ordnance plant are suitable for wildlife-management purposes and that, had they been returned to this Department, they would have been recommended for such use and administration by the Fish and Wildlife Service.

Our further comments are directed toward the Crab Orchard project as it is now constituted. It includes some 21,325 acres of lands owned by the United States and administered by this Department, in accordance with the original purposes for which the project was established.

Some 12,125 acres of this land, being that part of it in townships 10 and 11 south, ranges 1 east and 1 west, outside of the Illinois ordnance plant, are within or immediately adjacent to the Shawnee National Forest. They are especially well adapted and suited to administration as part of the national forest, which is managed by the Forest Service of this Department. Such lands are, in the main, rough and hilly, are predominantly not well suited to agriculture, and are chiefly valuable for the growing of timber and regulation of stream flow. A portion of the area has natural forest growth upon it. About 2,500 acres have heretofore been planted to forest trees; and some 3,000 additional acres should likewise be so reforested. This 12,125 acres is similar in character to the lands within the adjoining national forest, can be effectively administered and managed as a part thereof and should be added to the national forest and permanently devoted to the production of timber, to the protection of watersheds and regulation of stream flow, and to such corollary uses as recreation, grazing, and wildlife production.

The other 9,200 acres, more or less, of the Crab Orchard project includes the dam and about 3,900 acres of the lower portion of the Crab Orchard Lake and the recreational developments. Recreational use of parts of the area has been intensive and is expected to increase. In 1946 an estimated 547,000 person-days of recreation were provided those who visited the lake and surrounding area for picnicking, fishing, swimming, boating, and similar activities. Assurance of public access to and enjoyment of recreational potentialities of the area depend upon continued public control of the lands and of the lake. During recent years, a great deal of consideration has been given, especially by local interested persons and organizations, to the desirability of expanding the project as a basis of industrial installations. Correlation of the many existing and potential uses of the lands and the lake to assure maximum development of all uses appears essential.

Thus, sale or other disposal of certain of the Crab Orchard project lands and arbitrary dedication of all of the remainder to wildlife purposes, as contemplated by H. R. 3043, would conflict markedly with other existing or possible desirable uses of the lands of greater total public benefit and would hamper realization of the full potentialities of the area, as a whole, in the public interest.

The provisions of title III of the Bankhead-Jones Act of July 22, 1937 (50 Stat. 522), to which the Crab Orchard project lands (except those now constituting a part of the Illinois ordnance plant) are subject, grant adequate authority to this Department and to the President to exchange project lands and to sell or to dispose otherwise of them to public agencies for public purposes and to transfer such lands to public agencies for use and administration. Thus, under that act, portions of the project lands best suited therefor could be devoted to national forest purposes, and other portions could be made available for recreational and wildlife management purposes—as on-the-ground studies indicate to be most in the public interest. That such action has not so far been taken is due to the desire of this Department to explore fully the potentialities of the area for public service, to consider fully the needs and desires of local people, and to correlate as fully as possible the several uses of the area and to reconcile or minimize conflicts of such uses.

For the reasons above cited, we feel it to be in the public interest and this Department recommends that H. R. 3043 be amended to provide for administration of the approximately 12,125 acres of the Crab Orchard project in townships 10 and 11 south, ranges 1 east and 1 west, as a part of the Shawnee National Forest and for retention of the remaining approximately 9,200 acres of the Crab Orchard project in public ownership and for their administration for recreational and wildlife purposes rather than solely for wildlife purposes.

In view of the time situation, we have not obtained from the Bureau of the Budget advice as to the relationship of this proposed legislation, or report thereon, to the program of the President.

Sincerely,

CLINTON P. ANDERSON, *Secretary.*

WAR DEPARTMENT,
Washington, D. C., May 29, 1947.

HON. FRED BRADLEY,
*Chairman, Committee on Merchant Marine and Fisheries,
House of Representatives.*

DEAR MR. BRADLEY: The War Department is opposed to the enactment at this time of H. R. 3043, Eightieth Congress, a bill to provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes.

The purpose of the bill is to transfer to the Secretary of the Interior all of the interests of the United States in the lands acquired by the United States in connection with the Crab Orchard Creek project and the Illinois ordnance plant in Williamson, Jackson, and Union Counties, Ill. The bill further provides that the Secretary of the Interior shall classify said lands in cooperation with other interested agencies to determine the most beneficial use that may be made of the subject lands, and thereafter such lands as may be properly utilized for the development of agricultural, industrial, and related purposes shall be sold or otherwise disposed of including exchanges as are deemed to be in the best interests of the United States. All lands not sold or otherwise disposed of shall be administered by the Secretary of the Interior as a wildlife management area under the provisions of the act of August 14, 1946, as supplemented or amended by other pertinent acts.

Approximately 10,000 of the 31,500 acres, more or less, in the Crab Orchard Creek project were transferred by Executive order from the Department of Agriculture to the War Department and are now within the perimeter boundaries of the Illinois ordnance plant. The remaining acreage in the Crab Orchard Creek project is under the jurisdiction of the Department of Agriculture. This report is consequently limited in application to the Illinois ordnance plant including the aforesaid portion of the Crab Orchard Creek project within the boundaries of the ordnance plant. It is assumed that the Secretary of Agriculture and the Administrator, War Assets Administration, will be given an opportunity to express their views on H. R. 3043.

The Illinois ordnance plant was declared surplus to the needs of the War Department on October 26, 1945. Subsequently, on October 10, 1946, certain portions of the plant were withdrawn from surplus for utilization as an ammonium nitrate plant in connection with the War Department fertilizer program. These withdrawn portions include approximately 50 acres of land and 12 buildings for the ammonium nitrate plant, together with some storage buildings and resident houses deemed necessary for its operation. The withdrawn portions do not comprise a single unit but are located in three separate areas of the ordnance plant. It is understood that the War Assets Administration has leased, for a

period of 5 years, 1,906 acres to Southern Illinois, Inc., and 160 acres, containing administration buildings and housing, to the Southern Illinois Normal School.

During the period that it is necessary to operate the ammonium-nitrate plant, the War Department must, of necessity, oppose relinquishing the area to any other agency. Present plans call for continued use at least until November 1947, with possibility of operation beyond that date. In approving the partial withdrawal of this facility, the War Assets Administration has undertaken to perform the following functions for the War Department:

(a) Maintenance of railroads from carriers switch to the ammonium-nitrate plant area, with such daily switching service as the War Department may require.

(b) Maintenance of railroad and switching service, as required, to warehouses II-1-1 and II-1-2 in area II.

(c) Maintenance of roads to the ammonium-nitrate-plant area from highway entrance.

(d) Maintenance and operation of water-treating plant and water-distribution system to provide minimum of 1,000,000 gallons per day.

(e) Maintenance and operation of sewage system to satisfy sanitary requirements of a maximum of 200 employees within ammonium-nitrate-plant area.

(f) Maintenance or provision for maintenance of power line in serviceable conditions between power-companies terminal and ammonium-nitrate-plant area.

(g) Maintenance or provision for maintenance of telephone line and service to the ammonium-nitrate-plant area.

(h) Maintenance and operation of fire station No. 4 on 24-hour basis.

(i) Provision for ingress and egress over roads and railroads for personnel of the War Department, the operating contractor and/or their representatives.

These services are essential to the proper functioning of the War Department portion of the plant, and must be continued until such time as the plant can be released in its entirety to the War Assets Administration.

For the foregoing reasons, the War Department is opposed to the enactment of H. R. 3043 at this time.

The War Department is unable to estimate the fiscal effect of the subject bill.

Inasmuch as the committee has called hearings on this bill, it is submitted without a determination by the Bureau of the Budget as to whether it conforms to the program of the President.

Sincerely yours,

ROBERT P. PATTERSON,
Secretary of War.

For the information of Members of the Congress the following existing statutes mentioned in this bill are set forth below:

[PUBLIC LAW 732—79TH CONG.]

AN ACT To amend the Act of March 10, 1934, entitled "An Act to promote the conservation of wildlife, fish, and game, and for other purposes"

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Act of March 10, 1934 (48 Stat. 401), is hereby amended to read as follows:

"In order to promote effectual planning, development, maintenance, and co-ordination of wildlife conservation and rehabilitation in the United States, its Territories and possessions, the Secretary of the Interior, through the Fish and Wildlife Service, is authorized (a) to provide assistance to, and cooperate with, Federal, State, and public or private agencies and organizations in the development, protection, rearing, and stocking of all species of wildlife, resources thereof, and their habitat, in controlling losses of the same from disease or other causes, in minimizing damages from overabundant species, in providing public shooting areas, and in carrying out other measures necessary to effectuate the purposes of this Act; and (b) to make surveys and investigations of the wildlife of the public domain, including lands and waters or interests therein acquired or controlled by any agency of the United States.

"SEC. 2. Whenever the waters of any stream or other body of water are authorized to be impounded, diverted, or otherwise controlled for any purpose whatever by any department or agency of the United States, or by any public or private agency under Federal permit, such department or agency first shall consult with the Fish and Wildlife Service and the head of the agency exercising administration over the wildlife resources of the State wherein the impoundment, diversion, or other control facility is to be constructed with a view to preventing loss of and damage to wildlife resources, and the reports and recommendations of the Secretary of the Interior and of the head of the agency exercising administration over

the wildlife resources of the State, based on surveys and investigations conducted by the Fish and Wildlife Service and by the said head of the agency exercising administration over the wildlife resources of the State, for the purpose of determining the possible damage to wildlife resources and of the means and measures that should be adopted to prevent loss of and damage to wildlife resources, shall be made an integral part of any report submitted by any agency of the Federal Government responsible for engineering surveys and construction of such projects.

"The cost of planning for and the construction or installation and maintenance of any such means and measures shall be included in and shall constitute an integral part of the costs of such projects: *Provided*, That, in the case of projects hereafter authorized to be constructed, operated, and maintained in accordance with the Federal reclamation laws (Act of June 17, 1902, 32 Stat. 388, and Acts amendatory thereof or supplementary thereto), the Secretary of the Interior shall, in addition to allocations to be made under section 9 of the Reclamation Project Act of 1939 (53 Stat. 1187), make findings on the part of the estimated cost of the project which can properly be allocated to the preservation and propagation of fish and wildlife, and costs allocated pursuant to such findings shall not be reimbursable. In the case of construction by a Federal agency, that agency is authorized to transfer, out of appropriations or other funds made available for surveying, engineering, or construction to the Fish and Wildlife Service, such funds as may be necessary to conduct the investigations required by this section to be made by it.

"SEC. 3. Whenever the waters of any stream or other body of water are impounded, diverted, or otherwise controlled for any purpose whatever by any department or agency of the United States, adequate provision consistent with the primary purposes of such impoundment, diversion, or other control shall be made for the use thereof, together with any areas of land, or interest therein, acquired or administered in connection therewith, for the conservation, maintenance, and management of wildlife, resources thereof, and its habitat thereon. In accordance with general plans, covering the use of such waters and other interests for these purposes, approved jointly by the head of the department or agency exercising primary administration thereof, the Secretary of the Interior, and the head of the agency exercising administration over the wildlife resources of the State wherein the waters and areas lie, such waters and other interests shall be made available without cost for administration (a) by such State agency, if the management thereof for the conservation of wildlife relates to other than migratory birds; (b) by the Secretary of the Interior, if the waters and other interests have particular value in carrying out the national migratory bird management program.

"SEC. 4. Such areas as are made available to the Secretary of the Interior for the purposes of this Act under sections 1 and 3, or by any other law, proclamation, or Executive order, shall be administered directly or under cooperative agreements entered into pursuant to the provisions of section 1 by the Secretary of the Interior under such rules and regulations for the conservation, maintenance, and management of wildlife, resources thereof, and its habitat thereon, as may be adopted by him in accordance with general plans approved jointly by the Secretary of the Interior and the head of the department or agency exercising primary administration of such areas: *Provided*, That such rules and regulations shall not be inconsistent with the laws for the protection of fish and game of the States in which such area is situated.

"SEC. 5. The Secretary of the Interior, through the Fish and Wildlife Service and the Bureau of Mines, is authorized to make such investigations as he deems necessary to determine the effects of domestic sewage, mine, petroleum, and industrial wastes, erosion silt, and other polluting substances on wildlife, and to make reports to the Congress concerning such investigations and of recommendations for alleviating dangerous and undesirable effects of such pollution. These investigations shall include (1) the determination of standards of water quality for the maintenance of wildlife; (2) the study of methods of abating and preventing pollution, including methods for the recovery of useful or marketable products and byproducts of wastes; and (3) the collation and distribution of data on the progress and results of such investigations for the use of Federal, State, municipal, and private agencies, individuals, organizations, or enterprises.

"SEC. 6. There is authorized to be appropriated from time to time, out of any money in the Treasury not otherwise appropriated, such amounts as may be necessary to carry out the provisions of this Act and regulations made pursuant thereto, including the construction of such facilities, buildings, and other improvements necessary for economical administration of areas made available to the Secretary of the Interior under this Act, and the employment in the city of Washington and elsewhere of such persons and means as the Secretary of the Interior may deem necessary for such purposes.

"SEC. 7. Any person who shall violate any rule or regulation promulgated in accordance with this Act shall be guilty of a misdemeanor and upon conviction thereof shall be fined not more than \$500 or imprisoned for not more than one year, or both.

"SEC. 8. The terms 'wildlife' and 'wildlife resources' as used herein include birds, fishes, mammals, and all other classes of wild animals and all types of aquatic and land vegetation upon which wildlife is dependent.

"SEC. 9. The provisions of this Act shall not apply to the Tennessee Valley Authority."

Approved August 14, 1946.

SECTION 2 OF THE SURPLUS PROPERTY ACT OF 1944 (U. S. C., 1940 EDITION,
TITLE 50, APPENDIX, SEC. 1611)

The Congress hereby declares that the objectives of this Act (secs. 1611-1646 of this Appendix) are to facilitate and regulate the orderly disposal of surplus property so as—

(a) to assure the most effective use of such property for war purposes and the common defense;

(b) to give maximum aid in the reestablishment of a peacetime economy of free independent private enterprise, the development of the maximum of independent operators in trade, industry, and agriculture, and to stimulate full employment;

(c) to facilitate the transition of enterprises from wartime to peacetime production and of individuals from wartime to peacetime employment;

(d) to discourage monopolistic practices and to strengthen and preserve the competitive position of small business concerns in an economy of free enterprise;

(e) to foster and to render more secure family-type farming as the traditional and desirable pattern of American agriculture;

(f) to afford returning veterans an opportunity to establish themselves as proprietors of agricultural, business, and professional enterprises;

(g) to encourage and foster postwar employment opportunities;

(h) to assure the sale of surplus property in such quantities and on such terms as will discourage disposal to speculators or for speculative purposes;

(i) to establish and develop foreign markets and promote mutually advantageous economic relations between the United States and other countries by the orderly disposition of surplus property in other countries;

(j) to avoid dislocations of the domestic economy and of international economic relations;

(k) to foster the wide distribution of surplus commodities to consumers at fair prices;

(l) to effect broad and equitable distribution of surplus property;

(m) to achieve the prompt and full utilization of surplus property at fair prices to the consumer through disposal at home and abroad with due regard for the protection of free markets and competitive prices from dislocation resulting from uncontrolled dumping;

(n) to utilize normal channels of trade and commerce to the extent consistent with efficient and economic distribution and the promotion of the general objectives of this Act (such sections) (without discriminating against the establishment of new enterprises);

(o) to promote production, employment of labor, and utilization of the productive capacity and the natural and agricultural resources of the country;

(p) to foster the development of new independent enterprise;

(q) to prevent insofar as possible unusual and excessive profits being made out of surplus property;

(r) to dispose of surplus property as promptly as feasible without fostering monopoly or restraint of trade, or unduly disturbing the economy, or encouraging hoarding of such property, and to facilitate prompt redistribution of such property to consumers;

(s) to dispose of surplus Government-owned transportation facilities and equipment in such manner as to promote an adequate and economical national transportation system; and

(t) except as otherwise provided, to obtain for the Government, as nearly as possible, the fair value of surplus property upon its disposition. (Oct. 3, 1944, ch. 479, sec. 2, 58 Stat. 766.)

Calendar No. 740

80TH CONGRESS
1ST SESSION

H. R. 3043

[Report No. 701]

IN THE SENATE OF THE UNITED STATES

JULY 22 (legislative day, JULY 16), 1947

Read twice and referred to the Committee on Interstate and Foreign Commerce

JULY 23 (legislative day, JULY 16), 1947

Reported by Mr. WHITE, without amendment

AN ACT

To provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That in order to promote the orderly development and use
4 of the lands and interests therein acquired by the United
5 States in connection with the Crab Orchard Creek project
6 and the Illinois Ordnance Plant in Williamson, Jackson,
7 and Union Counties, Illinois, consistent with the needs of
8 agriculture, industry, recreation, and wildlife conservation,
9 all of the interests of the United States in and to such lands
10 are hereby transferred to the Secretary of the Interior for

1 administration, development, and disposition, in accordance
2 with the provisions of this Act.

3 SEC. 2. All of the lands transferred to the Secretary of
4 the Interior, pursuant to the provisions of this Act, first
5 shall be classified by him with a view to determining, in
6 cooperation with Federal, State, and public or private
7 agencies and organizations, the most beneficial use that may
8 be made thereof to carry out the purposes of this Act, in-
9 cluding the development of wildlife conservation, agricultural,
10 recreational, industrial, and related purposes. Such lands
11 as have been or may hereafter be determined to be chiefly
12 valuable for industrial purposes shall be leased for such
13 purposes at such times and under such terms and conditions as
14 are consistent with the general purposes of section 2 of the
15 Surplus Property Act of 1944, as amended, and with the
16 purposes of this Act. Except to the extent otherwise pro-
17 vided in this Act, all lands herein transferred shall be admin-
18 istered by the Secretary of the Interior through the Fish
19 and Wildlife Service in accordance with the provisions of
20 the Act of August 14, 1946 (Public Law 732, Seventy-
21 ninth Congress), and Acts supplementary thereto and
22 amendatory thereof for the conservation of wildlife,
23 and for the development of the agricultural, recrea-
24 tional, industrial, and related purposes specified in
25 this Act: *Provided*, That no jurisdiction shall be

1 exercised by the Secretary of the Interior over that por-
2 tion of such lands and the improvements thereon which are
3 now utilized by the War Department directly or indirectly
4 until such time as it is determined by the Secretary of War
5 that utilization of such portions of such lands and the im-
6 provements thereon directly or indirectly by the War De-
7 partment is no longer required: *Provided further*, That,
8 subsequent to the determination referred to in the pre-
9 ceding proviso, the lands and improvements mentioned
10 therein shall be administered by the Secretary of the Interior,
11 and any lease or other disposition thereof shall be made
12 subject to such terms, conditions, restrictions, and reser-
13 vations imposed by the Secretary of War as will, in the
14 opinion of the Secretary of War, be adequate to assure
15 the continued availability for war production purposes of
16 such lands and improvements.

Passed the House of Representatives July 21, 1947.

Attest:

JOHN ANDREWS,

Clerk.

80TH CONGRESS
1ST SESSION

H. R. 3043

[Report No. 701]

AN ACT

To provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes.

JULY 22 (legislative day, JULY 16), 1947

Read twice and referred to the Committee on Interstate and Foreign Commerce

JULY 23 (legislative day, JULY 16), 1947

Reported without amendment

REPORTS OF COMMITTEES

The following reports of committees were submitted:

By Mr. BALL (for Mr. BRIDGES), from the Committee on Appropriations:

H. R. 4268. A bill making supplemental appropriations for Government corporations and independent executive agencies for the fiscal year ending June 30, 1948, and for other purposes; without amendment; and

H. R. 4269. A bill making supplemental appropriations for the fiscal year ending June 30, 1948, and for other purposes; with amendments (Rept. No. 689).

By Mr. MILLIKIN:

From the Committee on Finance:

H. R. 4069. A bill to terminate certain tax provisions before the end of World War II; with amendments (Rept. No. 693); and

H. J. Res. 238. Joint resolution to amend paragraph 1772 of the Tariff Act of 1930; with an amendment (Rept. No. 692).

From the Committee on Public Lands:

H. R. 1602. A bill to stimulate exploration, development, and production from domestic mines by private enterprise, and for other purposes; without amendment (Rept. No. 709).

By Mr. WILEY, from the Committee on Foreign Relations:

S. Con. Res. 26. Concurrent resolution authorizing attendance of Members of Congress at a meeting of the Empire Parliamentary Association in the Bahamas beginning December 28, 1947; without amendment (Rept. No. 690); and, under the rule, the concurrent resolution was referred to the Committee on Rules and Administration.

By Mr. AIKEN, from the Committee on Expenditures in the Executive Departments:

S. 1648. A bill to authorize the expenditure of income from Federal Prison Industries, Inc., for training of Federal prisoners; without amendment (Rept. No. 691).

By Mr. WHITE, from the Committee on Interstate and Foreign Commerce:

H. R. 673. A bill to repeal certain provisions authorizing the establishing of priorities in transportation by merchant vessels; without amendment (Rept. No. 697);

H. R. 859. A bill to provide for the exploration, investigation, development, and maintenance of the fishing resources and development of the high-seas fishing industry of the Territories and Island possessions of the United States in the tropical and subtropical Pacific Ocean and intervening seas, and for other purposes; with an amendment (Rept. No. 698);

H. R. 1238. A bill to permit vessels of Canadian registry to transport certain merchandise between Hyder, Alaska, and points in the continental United States; without amendment (Rept. No. 699);

H. R. 2054. A bill to amend the act of April 14, 1930, to provide increased retired pay for certain members of the former life-saving service; without amendment (Rept. No. 700);

H. R. 3043. A bill to provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes; without amendment (Rept. No. 701);

H. R. 3541. A bill to define the functions and duties of the Coast and Geodetic Survey, and for other purposes; without amendment (Rept. No. 702); and

H. R. 3619. A bill relating to the sale of the Mission Point Lighthouse Reservation, Grand Traverse County, Mich.; without amendment (Rept. No. 703).

By Mr. HAWKES, from the Committee on Interstate and Foreign Commerce:

H. R. 72. A bill to increase the number of authorized aviation stations operated by the Coast Guard, and for other purposes; without amendment (Rept. No. 694).

By Mr. CAPEHART, from the Committee on Interstate and Foreign Commerce:

S. 1653. A bill to control the export to foreign countries of gasoline and petroleum

products from the United States; with an amendment (Rept. No. 695); and

H. R. 4042. A bill to control the export to foreign countries of gasoline and petroleum products from the United States; without amendment (Rept. No. 696).

By Mr. LANGER, from the Committee on Civil Service:

H. R. 1714. A bill to exclude certain interns, student nurses, and other student employees of hospitals of the Federal Government from the Classification Act and other laws relating to compensation and benefits of Federal employees, and for other purposes; without amendment (Rept. No. 707).

By Mr. O'CONOR, from the Committee on Civil Service:

H. R. 1350. A bill to amend the act entitled "An act to establish a National Archives of the United States Government, and for other purposes"; without amendment (Rept. No. 706).

By Mr. BUCK, from the Committee on Civil Service:

S. 1015. A bill to amend section 7 of the act of June 25, 1910, as amended, to reduce the interest rate on postal-savings deposits to 1 percent per annum; with amendments (Rept. No. 705).

By Mr. BALDWIN, from the Committee on Civil Service:

S. 1064. A bill relating to the payment of travel expenses of officers and employees of the Post Office Department and postal service; without amendment (Rept. No. 704); and

H. R. 4084. A bill to authorize the creation of additional positions in the professional and scientific service in the War and Navy Departments; without amendment (Rept. No. 708).

BILLS INTRODUCED

Bills were introduced, read the first time, and, by unanimous consent, the second time, and referred as follows:

By Mr. WILEY (by request):

S. 1702. A bill to provide extra compensation for certain employees of the Immigration and Naturalization Service, and for other purposes; to the Committee on the Judiciary.

By Mr. McMAHON:

S. 1703. A bill for the relief of Lorraine Burns Mullen; to the Committee on the Judiciary.

By Mr. IVES:

S. 1704. A bill for the relief of Ezra Butler Eddy, Jr., and wife, Marie Claire Lord Eddy; to the Committee on the Judiciary.

By Mr. MYERS:

S. 1705. A bill to amend the Armed Forces Leave Act of 1946, as amended, so as to increase to 6 percent the interest rate on bonds issued pursuant to such act; to the Committee on Armed Services.

(Mr. WILEY (by request) introduced Senate bill 1706, to limit the operation of sections 109 and 113 of the Criminal Code and section 190 of the Revised Statutes of the United States with respect to counsel in certain cases, which was referred to the Committee on the Judiciary, and appears under a separate heading.)

(Mr. WILEY introduced Senate bill 1707, to carry into effect certain parts relating to patents of the treaties of peace with Italy, Bulgaria, Hungary, and Rumania, ratified by the Senate on June 5, 1947, and for other purposes, which was referred to the Committee on the Judiciary, and appears under a separate heading.)

AMENDMENT OF CRIMINAL CODE RELATING TO COUNSEL IN CERTAIN CASES

Mr. WILEY. Mr. President, I ask unanimous consent to introduce for appropriate reference a bill which has been forwarded to me by the Attorney Gen-

eral. I request that there be printed in the RECORD in connection with the bill a letter from the Assistant to the Attorney General addressed to me.

The PRESIDENT pro tempore. Without objection, the bill will be received and appropriately referred; and without objection, the letter will be printed in the RECORD.

There being no objection, the bill (S. 1706) to limit the operation of sections 109 and 113 of the Criminal Code and Section 190 of the Revised Statutes of the United States with respect to counsel in certain cases, introduced by Mr. WILEY, was received, read twice by its title, and referred to the Committee on the Judiciary.

The letter presented by Mr. WILEY was ordered to be printed in the RECORD, as follows:

DEPARTMENT OF JUSTICE,
Washington, July 23, 1947.

Hon. ALEXANDER WILEY,
Chairman, Committee on the Judiciary,
United States Senate,
Washington, D. C.

My DEAR SENATOR: Enclosed is a draft of a bill to exempt Special Assistant to the Attorney General Richard K. Phelps from certain statutory prohibitions precluding Government officers and employees from handling cases against the Government.

Mr. Phelps is a former Assistant United States Attorney who was active in all of the prosecutions of the so-called Pendergast election cases in Kansas City, Mo. He also served as United States Attorney from April 5 until September 30, 1940. He was appointed as Special Assistant to the Attorney General on June 17, 1947, with full and complete authority to prosecute any Federal law violations arising out of the alleged irregularities in the primary elections of August 6, 1946, in the Fifth Congressional District, Kansas City, Mo.

The bill would exempt Mr. Phelps from Sections 109 and 113 of the Criminal Code, and from Section 190 of the Revised Statutes. Section 109 of the Criminal Code (18 U. S. C. 198) forbids officers of the United States to aid or assist in the prosecution of claims against the United States. Section 113 (18 U. S. C. 203) forbids officers and employees of the United States to receive any compensation for services rendered in connection with any proceeding or other matter in which the United States is interested before any administrative body. Section 190 of the Revised Statutes (5 U. S. C. 99) makes it unlawful for former officers or employees to prosecute any claim against the United States that was pending in the Department employing them for a period of two years after employment has ceased.

It is in the public interest to retain Mr. Phelps as Special Counsel in the cases involved, and it is only fair that he be exempted from the operation of the statutes named in the proposed bill. Similar bills have been enacted in the past with respect to Special Counsel in other important Government litigation.

The Department urgently requests the enactment of the proposed bill.

Sincerely yours,

DOUGLAS W. MCGREGOR,
The Assistant to the Attorney General.

PATENTS OF THE TREATIES OF PEACE WITH ITALY, BULGARIA, HUNGARY, AND RUMANIA

Mr. WILEY. Mr. President, I ask unanimous consent to introduce for appropriate reference a bill to carry into effect certain portions relating to patents

of the treaties of peace with Italy, Bulgaria, Hungary, and Rumania, ratified by the Senate on June 5, 1947, and I request that a letter addressed to the chairman of the Committee on the Judiciary of the House of Representatives, from the Department of State, together with a memorandum from the Department of Commerce, United States Patent Office, be printed in the RECORD.

The PRESIDENT pro tempore. Without objection, the bill will be received and appropriately referred; and, without objection, the letter and memorandum will be printed in the RECORD.

There being no objection, the bill (S. 1707) to carry into effect certain parts relating to patents of the treaties of peace with Italy, Bulgaria, Hungary, and Rumania, ratified by the Senate on June 5, 1947, and for other purposes, introduced by MR. WILEY, was received, read twice by its title, and referred to the Committee on the Judiciary.

The letter and memorandum were ordered to be printed in the RECORD, as follows:

The Honorable EARL C. MICHENER,
Chairman, Committee on the Judiciary,
House of Representatives.

MY DEAR MR. MICHENER: The Department of State wishes to urge strongly the passage of H. R. 4070, a bill "to carry into effect certain parts relating to patents of the treaties of peace with Italy, Bulgaria, Hungary, and Rumania, ratified by the Senate on June 5, 1947, and for other purposes."

The importance and appropriateness of the bill may be indicated by reference to the terms of the treaty of peace with Italy. Parallel provisions are contained in the treaties with Bulgaria, Hungary, and Rumania.

Annex XV of the treaty of peace with Italy, dealing with industrial, literary, and artistic property, looks toward the reestablishment of normal peacetime relations in this field between Italy on the one hand and the Allied and Associated Powers and other United Nations on the other. Thus, for example, article 1 of annex XV allows a period of 1 year from the coming into force of the treaty for the performance by the Allied and Associated Powers and their nationals of "all necessary acts for the obtaining or preserving in Italy of rights in industrial, literary, and artistic property which were not capable of accomplishment owing to the existence of a state of war," and provides further for a similar extension of rights of priority (under art. 4 of the Convention for the Protection of Industrial Property) which would otherwise have lapsed. Article 4 of the same annex states that the "provisions concerning the rights in Italy of the Allied and Associated Powers and their nationals shall apply equally to the rights in the territories of the Allied and Associated Powers of Italy and its nationals." The annex contains no statement, however, concerning the present status of the International Convention for the Protection of Industrial Property, which defines the rights of nationals of one country in the jurisdiction of another with respect to patent matters. It is this question to which section 1 of H. R. 4070 addresses itself.

Section 1 declares that the International Convention for the Protection of Industrial Property is considered to be in full force and effect between the United States and Italy, Bulgaria, Hungary, and Rumania from the date of the enactment of the bill; in particu-

lar, section 1 states that the nationals of Italy, Bulgaria, Hungary, and Rumania "may hereafter apply for and obtain patents in the United States for their inventions and enjoy the rights and privileges thereof as provided in article 2 of said convention." However, in accordance with annex XV A of the treaty of peace with Italy, article 6 of annex IV of the treaty of peace with Bulgaria, article 6 of annex IV A of the treaty of peace with Hungary, and article 6 of annex IV A of the treaty of peace with Rumania, the bill contains the proviso that "patents shall not be applied for or obtained, or if obtained, shall not be valid, for inventions relating to war material" as specified in the treaties.

The purpose of section 2 of H. R. 4070 is to clarify the relationship between the peace treaties and sections 11 and 14 of the Boykin Act (Public Law 690, 79th Cong.) by explicitly providing that the privileges of sections 1 and 3 of the act are available to nationals of Italy, Bulgaria, Hungary, and Rumania until February 29, 1948. The Boykin Act specifies a termination date of August 8, 1947, but H. R. 4070 is predicated on the assumption that the Boykin Act will be amended to change that date to February 29, 1948. A bill to accomplish that purpose, H. R. 3958, passed the House on July 7, 1947.

The Department of State is interested in securing, for nationals of the United States, privileges in Italy, Bulgaria, Hungary, and Rumania analogous to those contained in the Boykin Act. The treaties of peace provide, however, that those countries are not required to accord to the United States and its nationals more favorable treatment than they and their nationals receive here. Accordingly, extension of the privileges of the Boykin Act to the nationals of the four countries, as provided for in H. R. 4070, will have the effect of making possible similar privileges for United States nationals in those countries.

Section 3 of H. R. 4070 is designed to encourage the resumption of trade with Germany and Japan by making available to nationals of those countries the protection of the United States patent laws. Expansion of German and Japanese exports, which patent protection in this country would encourage, is essential by reason of the critical dollar-exchange position of those countries. The strengthening of the economies of Germany and Japan by stimulating their foreign trade would have the effect of lessening the costs to the United States of occupation.

Until a later date it will be necessary to continue to subject German and Japanese patents to such controls as are required by the economic foreign policy of the United States. Accordingly, section 3 contains the proviso that patents obtained by nationals of Germany and Japan shall be subject to any conditions and limitations with respect to duration, revocation, utilization, assignment, and licensing which may be imposed by Congress or the President. Section 3 also provides that German and Japanese nationals may not apply for or obtain patents in the United States for any invention made, or upon which an application was filed, before January 1, 1946, in Germany or Japan or in the territory of any other of the Axis Powers, or in any territory occupied by the Axis forces. This confirms a policy adopted by the Executive Committee on Economic Foreign Policy on July 3, 1946, and approved by the President on September 17, 1946.

The Department is grateful for the opportunity to express its views on H. R. 4070. The Department believes that it is extremely important that H. R. 4070 be enacted at the current session of the Congress.

Memorandum to: The Secretary of Commerce.

From: The Commissioner of Patents.

Date: July 8, 1947.

Subject: H. R. 4070, a bill to carry into effect certain parts relating to patents of the treaties of peace with Italy, Bulgaria, Hungary, and Rumania, ratified by the Senate on June 5, 1947, and for other purposes.

The Patent Office feels that legislation of some sort to resume relationship with respect to patents with the countries with which treaties of peace have been signed is essential and that legislation fixing the rights of the other enemy countries is now desirable.

Section 1 of the proposed bill provides that the International Convention for the Protection of Industrial Property is considered as reestablished between the United States and Italy, Bulgaria, Hungary, and Rumania, and the nationals of these countries may hereafter apply for and obtain patents in the United States and enjoy the rights and privileges thereof as provided in article 2 of said Convention. Article 2 of the Convention provides that nationals of each of the countries which adhere thereto are entitled in all of the other countries to the same rights with respect to patent matters as the country grants to its own nationals. In other words, article 2 requires equal treatment of foreigners by each of the countries that adhere to the Convention. Our activities during the war with respect to patents and inventions of the enemy countries has proceeded on the basis that the International Convention is suspended or abrogated during the war, subject to subsequent resumption. Although the opening phrase of section 1 of the bill may not be absolutely essential, nevertheless, it contains a positive declaration that the Convention is reestablished with respect to the four countries mentioned, and amounts to a declaration that normal patent relationships are resumed for the future, and is considered necessary according to our treatment of enemy patents during the war.

The proviso at the end of section 1 of the bill is based on article 6 of the part of the peace treaties relating to patents. By this proviso the patenting of inventions relating to war material is prohibited. There is no time limitation in this proviso, and hence the operation will continue indefinitely in the future. An amendment to page 2, line 2, by inserting "heretofore made," after the word "inventions" may be considered in this connection. Article 6 does not actually require that such patenting be barred, but only provides that nothing in the patent provisions of the treaties shall be construed as entitling nationals of the four countries to such patents. This article may have had reference only to such inventions made during the war.

The annexes relating to patents in each of the four treaties are identical in terms, and hence it is necessary only to mention one of them by name in the discussion. Article 1 provides that Italy shall accord nationals of the Allied countries certain extensions of time for doing various things with respect to patents. These correspond in a general way to the extensions which are provided by our Public Law 690, which, however, excludes nationals of enemy countries from its operation. Article 4 goes on to provide that the foregoing provisions shall also apply to the rights of Italians in the Allied countries, but they shall not be entitled to more favorable treatment than is accorded to allies. The last phrase of article 4 turns the whole thing into a reciprocal matter, for it provides that

to coal, phosphate, sodium, potassium, oil, oil shale, gas, and sulfur on acquired lands the disposal policies of the Mineral Leasing Acts now applicable to the public domain lands, whereby leases on such lands not in a known geologic structure of a producing oil or gas field are issued to the first qualified applicant upon payment of a nominal filing fee; and provides that the heads of all land-administering agencies shall furnish complete descriptions and other pertinent data on lands affected to the Interior Department (p. 10095). This bill will now be sent to the President.

7. HOUSING INVESTIGATION. Passed without amendment H. Con. Res. 104, to provide for a joint investigation of the housing situation (pp. 10109-14).
8. FARM PROGRAM. Rep. Cooley, N. C., said: "In subtle fashion the steering committee of the Republican Party has been trying to lead the country to believe that although the Democratic Party had control of both Houses...for 14 years, it failed to provide the farmers...with a well-rounded, long-range farm program" and described the various phases of the farm program provided for in existing law (pp. 10122-7).
9. FOOT-AND-MOUTH DISEASE. Received the report of this Department on the Mexican campaign for the 30-day period ended June 28; to Agriculture Committee (p. 10129).
10. INFORMATION. The Expenditures in the Executive Departments Committee submitted a 2nd intermediate report on publicity and propaganda of the War Department (H. Rept. 1073)(p. 10129).
11. WATER POLLUTION. The Public Works Committee reported without amendment H. R. 3875, granting consent and approval of Congress to an interstate compact to control water pollution in New England (H. Rept. 1062)(p. 10129).
12. FARM BANKRUPTCY. The Judiciary Committee approved (but did not actually report) H. R. 4326, to extend the Farm Bankruptcy Act (p. D599).
13. COMMITTEE ASSIGNMENTS. Members were elected to committees as follows: Rep. Jackson, Wash., to Appropriations; Rep. Burleson, Tex., to Joint Committee on Printing (to take the place of Rep. Pickett, Tex.)(p. 10109).
14. RURAL ELECTRIFICATION. Rep. Rankin, Miss., criticized the reduction in the Budget estimate for REA, and Rep. Anderson, Minn., defended the reduction (pp. 10067-8, 10068-9).

SENATE

15. WAR DEPARTMENT CIVIL FUNCTIONS APPROPRIATION BILL, 1948. Passed, 78-5, with amendments this bill, H.R. 4002 (pp. 10180-7, 10206-7). The bill was reported with amendments by the Appropriations Committee earlier in the day (p. 10131). Sens. Gurney, Brooks, Ferguson, Wherry, Bridges, Revercomb, Thomas (Okla), Overton, and Russell were appointed conferees (p. 10217).
16. INDEPENDENT OFFICES APPROPRIATION BILL, 1948. Agreed to the conference report on this bill, H.R. 3839, and concurred in the House amendments to certain Senate amendments (pp. 10175-8). This bill will now be sent to the President.
17. VETERANS' BENEFITS. Discussed and passed over H.R. 2181, relating to institutional on-farm training for veterans (pp. 10168, 10218-23).
The Public Lands Committee reported without amendment H.R. 3325, to enable Osage Indians who served in World War II to obtain loans under the Servicemen's Readjustment Act (S.Rept. 751) (p. 10217).

18. **MARKETING.** The Agriculture and Forestry Committee reported without amendment H.R. 452, to amend the Agricultural Adjustment Act relating to marketing agreements and orders (S.Rept. 717) (p. 10133).

The Agriculture and Forestry Committee reported without amendment H.R. 4124, to amend the peanut marketing quota provisions of the Agricultural Adjustment Act (S.Rept. 720) (p. 10133).

19. **RESEARCH; APPROPRIATIONS.** The Agriculture and Forestry Committee reported without amendment H.R. 4110, to amend the Research and Marketing Act so as to provide that not less than 20% of the funds "appropriated", rather than those "authorized to be appropriated", for general research shall be used by the State agricultural experiment stations for conducting marketing and research projects approved by the USDA (S.Rept. 719) (p. 10133).

20. **LANDS.** Passed without amendment H.R. 3043, to transfer the Crab Orchard Creek land utilization project and the Ill. Ordnance Plant to the Interior Department for use as a wildlife management area, except that lands not required for such area may be leased under certain conditions (pp. 10160, 10172-3). This bill will now be sent to the President.

The Rules and Administration Committee reported without amendment S.Res. 148, authorizing the Public Lands Committee to hold hearings at such times and places as it deems necessary (p. 10133).

Passed with amendment H.R. 3022, to promote the mining of coal, phosphate, sodium, potassium, oil, oil shale, gas, and sulfur on lands acquired by the U.S. (p. 10157). (See also item 6.)

21. **PERSONNEL.** The Civil Service Committee reported without amendment H.R. 4127, the omnibus retirement bill (S.Rept. 746) (p. 10133).

The Rules and Administration Committee reported with an amendment S.Res. 152, authorizing the Expenditures in the Executive Departments Committee to make additional expenditures and employ additional assistants (p. 10133).

22. **AGRICULTURAL INVESTIGATIONS.** The Rules and Administration Committee reported with additional amendments S. Res. 147, authorizing a study of agricultural legislation, and of trends, needs, and problems of agriculture (p. 10133).

23. **NATIONAL FORESTS.** The Public Lands Committee reported without amendment H.R. 3395, to add certain lands to the Modoc National Forest, Calif. (S.Rept. 716) (p. 10132).

The Agriculture and Forestry Committee reported without amendment H.R. 1826, making it a petty offense to enter any national-forest land while it is closed to the public (S.Rept. 718) (p. 10133).

24. **FOREIGN AFFAIRS:** The Foreign Relations Committee reported without amendment H.R. 4010, to authorize the Treasury Department and GPO to furnish, or to procure and furnish, administrative materials, supplies, and equipment to public international organizations on a reimbursable basis (p. 10133).

Discussed and passed over on request of several members H.R. 3342, the foreign information and educational exchange bill (pp. 10166-7).

25. **PRICES.** The Rules and Administration Committee reported with additional amendments S.Con.Res. 19, to establish a joint congressional committee to investigate high prices of consumer goods (p. 10133).

26. **HOUSING.** The Rules and Administration Committee reported with additional amendments S.Con.Res. 25, establishing a joint committee to investigate the entire housing field (p. 10133).

A moment ago I raised some questions regarding the conference report on the unification bill, and requested that the vote be postponed. The Senator from South Dakota very courteously agreed to my request.

I have now had an opportunity to glance at the conference report. I should like to ask the Senator from South Dakota a question, referring to subsection (4) of section 202 of title II. I ask him whether I am correct when I say it reads as follows in the conference report:

It is provided that the new Secretary shall—

(4) Supervise and coordinate the preparation of the budget estimates of the departments and agencies comprising the National Military Establishment; formulate and determine the budget estimates for submittal to the Bureau of the Budget, and supervise the budget programs of such departments and agencies under the applicable appropriation act.

Mr. GURNEY. The Senator has correctly stated the language, as agreed to in conference.

Mr. LODGE. So the words "formulate and determine the budget estimates" will be in the law.

Mr. GURNEY. They are in the conference report, and when the report is adopted they will be in the law.

Mr. LODGE. It is very reassuring for me to know that, because that is one of the basic and vital parts of the bill.

I have read the so-called assignment of functions to the Army, Navy, and Air Force. Mr. President, if ever in my experience I have read a lot of verbiage, that is it. I do not think it does a great deal of harm. It will be an impediment but it will not be an insurmountable obstacle to efficient operation.

I say to the interests which insisted on the insertion of that language that, in my judgment, in a very few years they will realize that they have cut off their noses to spite their faces. When we try to look into the future and define it in terms of the past, we are condemning ourselves to frustration and inefficiency. The verbiage which is in this bill in the way of defining functions for the Army, Navy, and Air Force is clearly a backward glance, and comes from the minds of people who are looking backward, and not from the minds of people who are looking forward. In my judgment those who favored it will very deeply regret it. But inasmuch as it does not absolutely hamstring the operations of the act, I have no objection to the conference report and shall support it because of the utterly vital need for unification.

Mr. MORSE. Mr. President, I wish to say to the Senator from Massachusetts that I think it ought to be made very clear—and I am sure the Senator from South Dakota [Mr. GURNEY] will share this view—that the Senate conferees did not want this language. It is not the language of the Senate conferees; and we quite agree with the statements made by the Senator from Massachusetts. It is a mistake to attempt even in general language, to freeze functions in a bill. However, I think the Senator from South Dakota has made it very clear—and he did a magnificent job, may I say, as

chairman of the conferees on this very difficult assignment—I think he has made it very clear that the language is so general that it cannot be said that we have really frozen any of the functions and missions in the bill. I think that by the passage of this bill we shall be able to move forward with a much more efficient military establishment than would be the case if the bill should not pass.

Mr. LODGE. I am very glad to have the Senator's assurance on that point.

Mr. HOLLAND. Mr. President, I should like to ask one question of the Senator from South Dakota. I should like to ask him, as chairman of the Senate conferees, whether or not the conference report carefully preserves that feature of the Senate bill under which the Air Force would be independent, and be given independent standing.

Mr. GURNEY. The conference bill absolutely establishes a third arm of the military forces known as the Department of Air, as a separate and distinct executive department, the same as the Army and the Navy.

Mr. HOLLAND. There was no change in the conference report concerning that particular portion of the Senate bill?

Mr. GURNEY. Without having the conference report before me at the moment, I will say that there may have been corrections of inapt verbiage, but the organizational set-up for the Department of Air is absolutely agreed to in the words of the Senate bill.

The PRESIDENT pro tempore. Without objection, the conference report is agreed to.

POSTGRADUATE SCHOOL AT MONTEREY, CALIF.

Mr. KNOWLAND. Mr. President, yesterday the Senate passed Senate bill 229 relative to the Monterey Postgraduate School, and at about the same time the House passed an identical bill, House bill 1341. The Senate bill has been held at the desk, and I ask unanimous consent that the House bill be substituted for the Senate bill and be now considered.

There being no objection, the President pro tempore laid before the Senate the bill (H. R. 1341) to authorize the Secretary of the Navy to establish a postgraduate school at Monterey, Calif., which was read twice by its title.

The PRESIDENT pro tempore. Is there objection to the consideration of the House bill?

There being no objection, the bill was considered, ordered to a third reading, read the third time, and passed.

The PRESIDENT pro tempore. Without objection, Senate bill 229 will be indefinitely postponed.

AMENDMENT OF TARIFF ACT OF 1930

Mr. IVES. Mr. President, I ask unanimous consent to return to Calendar 729, House Joint Resolution 238, to which I objected and requested that it be temporarily laid aside.

The PRESIDENT pro tempore. Is there objection?

There being no objection, the Senate proceeded to consider the resolution (H. J. Res. 238) to amend paragraph 1772 of the Tariff Act of 1930.

Mr. IVES. Mr. President, I offer the amendment which I send to the desk and ask to have stated.

The PRESIDENT pro tempore. The amendment offered by the Senator from New York will be stated.

The CHIEF CLERK. In line 6, after the word "paragraph", it is proposed to insert "and until July 1, 1948."

The amendment was agreed to.

The PRESIDENT pro tempore. The committee amendment will be stated.

The CHIEF CLERK. It is proposed to strike out, on page 1, line 7, the numerals "15", and to insert "9."

The amendment was agreed to.

The amendments were ordered to be engrossed and the joint resolution to be read the third time.

The joint resolution was read the third time and passed.

Mr. MILLIKIN. Mr. President, I move that the Senate insist upon its amendments, ask for a conference with the House of Representatives thereon, and that the conferees on the part of the Senate be appointed by the Chair.

The motion was agreed to; and the President pro tempore appointed Mr. MILLIKIN, Mr. TAFT, and Mr. GEORGE conferees on the part of the Senate.

DEPARTMENT OF HEALTH, EDUCATION, AND SECURITY

Mr. MORSE. Mr. President, a parliamentary inquiry.

The PRESIDENT pro tempore. The Senator will state it.

Mr. MORSE. Would the junior Senator from Oregon be in order to ask unanimous consent to return to Senate bill 140, the bill creating a Department of Health, Education, and Security, which was passed over yesterday? It is erroneously stated in the RECORD that the junior Senator from Oregon objected to the consideration of the bill. I have discussed the matter with the Senator from Arkansas [Mr. FULBRIGHT].

The PRESIDENT pro tempore. May the Chair suggest to the Senator from Oregon that we proceed to call the few remaining bills, at the conclusion of which the Senator will be recognized to renew his request?

Mr. MORSE. Very well.

BILL PASSED OVER

The bill (H. R. 1350) to amend the act to establish a National Archives of the United States Government and for other purposes, was announced as next in order.

Mr. TAFT. Over.

The PRESIDENT pro tempore. The bill will be passed over.

DEVELOPMENT AND MAINTENANCE OF FISHING RESOURCES

The Senate proceeded to consider the bill (H. R. 859) to provide for the exploration, investigation, development, and maintenance of fishing resources and development of the high-seas fishing industry, which had been reported from the Committee on Interstate and Foreign Commerce with an amendment.

Mr. TAFT. Mr. President, may we have an explanation of the bill?

Mr. WHITE. Mr. President, the bill, in its terms and in its purposes, is quite simple. It authorizes an investigation

and study with a view to the development and maintenance of our fisheries, particularly in the tropical and subtropical areas of the Pacific Ocean. It also authorizes, as an aid in the study and maintenance work, the transfer of three surface vessels to the Fish and Wildlife Service. That is the purpose and that comprehends the terms of the bill. I may say that we have had many studies regarding our fisheries in various parts of the world. The North Atlantic has been the subject of study, as have also the waters along the Pacific Coast and in the Puget Sound area. The subject has received attention; but here is an area of the ocean which, speaking in relative terms, has been apparently neglected. It seems to me highly important and desirable that we should familiarize ourselves with the potentialities of this vast area of the oceans of the world.

That is the substance of the bill. The PRESIDENT pro tempore. The clerk will state the committee amendment.

The CHIEF CLERK. On page 3, line 15, after the name "Hawaii", it is proposed to insert: "Provided further, That there are authorized to be transferred to the Fish and Wildlife Service not to exceed three surplus vessels suitable for conversion and use in oceanographic and biological research and exploratory fishing, by any disposal agency of the Government without reimbursement or transfer of funds."

The amendment was agreed to.

The amendment was ordered to be engrossed and the bill to be read a third time.

The bill was read the third time and passed.

INCREASED RETIRED PAY FOR CERTAIN MEMBERS OF FORMER LIFE SAVING SERVICE

The bill (H. R. 2054) to amend the act of April 14, 1930, to provide increased retired pay for certain members of the former Life Saving Service, was considered, ordered to a third reading, read the third time, and passed.

TRANSPORTATION OF CERTAIN MERCHANDISE BETWEEN HYDER, ALASKA, AND CONTINENTAL UNITED STATES

The bill (H. R. 1238) to permit vessels of Canadian registry to transport certain merchandise between Hyder, Alaska, and all points in the continental United States, was considered, ordered to a third reading, read the third time, and passed.

PRIORITIES IN TRANSPORTATION

The bill (H. R. 673) to repeal certain provisions authorizing the establishing of priorities in transportation by merchant vessels, was considered, ordered to a third reading, read the third time, and passed.

DEFINITION OF FUNCTIONS AND DUTIES OF COAST AND GEODETIC SURVEY

The bill (H. R. 3541) to define the functions and duties of the Coast and Geodetic Survey, and for other purposes, was considered, ordered to a third reading, read the third time, and passed.

BILLS PASSED OVER

The bill (S. 1064) relating to the payment of travel expenses of officers and employees of the Post Office Department and postal service, was announced as next in order.

Mr. JOHNSON of Colorado. Over.

The PRESIDENT pro tempore. The bill will be passed over.

TRANSFER OF CERTAIN LANDS TO THE SECRETARY OF THE INTERIOR

The bill (H. R. 3043) to provide for the transfer of certain lands to the Secretary of the Interior; and for other purposes, was announced as next in order.

Mr. MAGNUSON (and other Senators). Over.

Mr. WHITE. Mr. President, let me inquire what Senator made the request that the bill be passed over?

Mr. MAGNUSON. I did.

The PRESIDENT pro tempore. The Senator from Washington, among others.

Mr. HATCH. Mr. President, let me ask unanimous consent that the Senator from Maine explain the bill.

The PRESIDENT pro tempore. The Senator from Maine is recognized for 5 minutes.

Mr. WHITE. Mr. President, I should like to make a brief explanation. I understand that we are now discussing Calendar No. 740, House bill 3043.

The PRESIDENT pro tempore. That is correct.

Mr. WHITE. That bill provides for the transfer of certain lands to the Secretary of the Interior. I think this matter is of peculiar interest to the Senators from Illinois.

There are available in Illinois approximately 43,000 acres of land—lake, marsh, and other land—variously developed, some of it developed for residential purposes. It is desired to transfer that land to the Department of the Interior, in order that it may be developed not only for recreational purposes, but also for conservation purposes.

So far as I know, no opposition has been voiced by any department of the Government. I very much hope that the Senators who objected to the present consideration of the bill will withdraw their objection, and will permit the bill to be considered and passed at this time.

The PRESIDENT pro tempore. Is there objection to the present consideration of the bill?

Mr. MAGNUSON. Mr. President, I am not especially familiar with the bill. I was not in the committee on the morning when the bill was discussed. Several persons in Illinois who are interested in this matter have said they wish to be heard, but apparently no witnesses were heard by the committee.

In view of that, I said they surely are entitled to a hearing. I have no personal opinion in this matter, one way or the other. I discussed it with the senior Senator from Illinois [Mr. Lucas], who also feels the same way that I do about it, I understand. The only suggestion I made is that the bill be passed over, in order that hearings may be held.

I understand there is no necessity for immediate action on the bill, anyway.

Mr. WHITE. Mr. President, the Senator from Washington has information which I do not have. I think there was complete unanimity among all the interested agencies of the Government that the bill is desirable.

Mr. BROOKS. Mr. President, the statement just made by the majority leader is correct, namely, the departments now have no objection, since we have included at the end of the bill a proviso that the land which is transferred from the War Department shall be administered in accordance with restrictions laid down by that department.

I understand that the Department of the Interior has also been assured by the Wildlife Service and the Secretary who will supervise this land that the qualifications it has imposed will be observed. The bill merely provides that the land shall be placed under one control.

The PRESIDENT pro tempore. Is there objection to the present consideration of the bill?

Mr. MAGNUSON. Mr. President, I have just consulted with the senior Senator from Illinois [Mr. Lucas], and I find that his information is the same as mine. So I think a hearing should be held on this matter. Therefore, I object.

The PRESIDENT pro tempore. Objection being heard, the bill is passed over.

MISSION POINT LIGHTHOUSE RESERVATION

The bill (H. R. 3619) relating to the sale of the Mission Point Lighthouse Reservation, Grand Traverse County, Mich., was considered, ordered to a third reading, read the third time, and passed.

BILLS PASSED OVER

The bill (H. R. 1714) to exclude certain internes, student nurses, and other student employees of hospitals of the Federal Government from the Classification Act was announced as next in order.

Mr. TAFT. Mr. President, may we have an explanation of that bill?

The PRESIDENT pro tempore. The chairman of the Civil Service Committee is not present at this time.

Mr. TAFT. I ask that the bill be passed over temporarily.

The PRESIDENT pro tempore. The bill goes over temporarily.

The bill (S. 1064) relating to the payment of travel expenses of officers and employees of the Post Office Department and postal service was announced as next in order.

Mr. KNOWLAND. Mr. President, may we have an explanation of that bill? If one cannot be had at this time, the bill should be passed over temporarily, in the same way that the preceding bill was passed over temporarily.

The PRESIDENT pro tempore. The bill will be temporarily passed over.

ADDITIONAL POSITIONS IN PROFESSIONAL AND SCIENTIFIC SERVICE IN WAR AND NAVY DEPARTMENTS

The bill (H. R. 4084) to authorize the creation of additional positions in the

PROMOTION AND ELIMINATION OF OFFICERS IN THE ARMED SERVICES

Mr. GURNEY. Mr. President, I next ask unanimous consent to call up Calendar 637, House bill, House bill 3830.

The PRESIDENT pro tempore. The Senator from South Dakota asks unanimous consent to revert to Calendar 637, House bill 3830, which the clerk will state be title.

The CHIEF CLERK. A bill to provide for the promotion and elimination of officers of the Army, Navy, and Marine Corps, and for other purposes.

Mr. DWORSHAK. Mr. President—
The PRESIDENT pro tempore. The Senator from Idaho.

Mr. DWORSHAK. Mr. President, I understand this is the act that applies to the promotion and elimination of officers of the Army, Navy, and Marine Corps.

Mr. GURNEY. That is correct.

Mr. DWORSHAK. It is a bill with some 131 pages?

Mr. GURNEY. That is correct.

Mr. DWORSHAK. It is proposed to dispose of it here in the space of a minute or two? I object, Mr. President.

The PRESIDENT pro tempore. The bill will go over.

G. R. BELOW

Mr. MAGNUSON. Mr. President, on yesterday, during the call of the calendar, there was passed in my absence a bill introduced by me, namely, S. 795, Calendar No. 618, for the relief of G. R. Below, which had been reported from the Committee on the Judiciary with an amendment reducing the amount payable to him to \$1,000. The Judiciary Committee had authorized me, subsequent to the reporting of the bill, to submit an amendment which would allow Mr. Below to institute a suit in the United States District Court for the Western District of Washington.

The bill, as I am informed, has been transmitted to the House of Representatives, and rather than enter a motion to reconsider the vote on the passage of the bill and move that the House be requested to return the bill to the Senate, I ask unanimous consent to introduce a new bill containing the language which the Judiciary Committee authorized me to offer as an amendment to the original bill.

Mr. TAFT. Mr. President, reserving the right to object, why does not the Senator from Washington move to reconsider the passage of S. 795?

Mr. MAGNUSON. The bill has gone to the House, and I think the matter could be expedited by the passage of a new bill.

The PRESIDENT pro tempore. Is there objection to the request of the Senator from Washington?

There being no objection, the bill (S. 1721) conferring jurisdiction upon the United States District Court for the Western District of Washington to hear, determine, and render judgment upon any claim arising out of injuries sustained by G. R. Below, of Seattle, Wash., was read twice by its title, considered, ordered to be engrossed for a third read-

ing, read the third time and passed, as follows:

Be it enacted, etc., That jurisdiction is hereby conferred upon the United States District Court for the Western District of Washington to hear, determine, and render judgment upon any claim for compensation against the United States arising out of injuries sustained by G. R. Below, late of Seattle, Wash., who was injured on May 16, 1942, while engaged in the pursuit of his occupation as a fisherman, by a bullet fired during target practice at the naval section base, Port Angeles, Wash.

SEC. 2. Notwithstanding the lapse of time or any statute of limitations, suit upon any such claim may be instituted at any time within 1 year after the enactment of this act. Notwithstanding any other provision of law, suit on such claim may be instituted and maintained by the widow of the said G. R. Below, and in the determination of such claim the United States shall be held liable for damages to the said G. R. Below, and for any wrongful acts or omissions committed by any of its officers or employees, to the same extent as if the United States were a private person and to the same extent as if such suit had been instituted and maintained by the said G. R. Below prior to his death, except that any judgment rendered therein shall be payable to such widow. Except as otherwise provided in this section, proceedings for the determination of such claim, appeals therefrom, and payment of any judgment thereon shall be in the same manner as in the cases over which such court has jurisdiction under the provisions of paragraph "twentieth" of section 24 of the Judicial Code, as amended.

DREDGE "AJAX"

Mr. MAGNUSON. Mr. President, am I in order to ask this question? On the calendar, there is a motion by the Senator from Louisiana to reconsider a vote which the Senate took on Monday on the passage of H. R. 4229, relating to the dredge *Ajax*. Is it in order to ask that that be brought up at this time?

Mr. LUCAS. What is the calendar number?

Mr. MAGNUSON. It is House bill 4229. The motion is on the calendar. It is a motion to reconsider.

Mr. LUCAS. What is the calendar number?

Mr. WHERRY. Mr. President, what is the calendar number?

Mr. MAGNUSON. There is no calendar number. It is a motion to reconsider appearing on page 17 of the calendar.

The PRESIDENT pro tempore. The Senator from Washington is dealing, as the Chair understands, with a motion which was entered by the Senator from Louisiana for reconsideration.

Mr. MAGNUSON. And which is pending.

The PRESIDENT pro tempore. It is pending, but it cannot be taken up under the existing order, except by unanimous consent. Is there objection to the request of the Senator from Washington?

Mr. TAFT. Mr. President, I object.

The PRESIDENT pro tempore. The Senator from Ohio objects.

Mr. MAGNUSON. Mr. President, a parliamentary inquiry.

The PRESIDENT pro tempore. The Senator will state it.

Mr. MAGNUSON. May I ask the Senator from Ohio when these motions to reconsider can be disposed of?

Mr. WHERRY. When the unanimous consent calendar is concluded.

Mr. TAFT. May I say to the Senator that I do not know. It seems to me, Mr. President, that we have a unanimous consent request. We obtained the right to call the calendar. I do not think we ought to do anything beyond calling the calendar. There are many other matters pressing for attention.

Mr. MAGNUSON. This is on the calendar.

Mr. TAFT. I do not think that matters not on the calendar should be brought up.

Mr. MAGNUSON. This is on the calendar. It is a pending motion. All we want to do is to call it up and dispose of it. The Senator from Louisiana and I are in agreement on it, and we want it called up, and to be disposed of.

Mr. TAFT. As a matter of fact, it is not on the calendar.

Mr. LUCAS. Mr. President, a parliamentary inquiry.

The PRESIDENT pro tempore. The Senator from Illinois submits a parliamentary inquiry. The Senator will state it.

Mr. LUCAS. Are these motions to reconsider, found on page 17, considered a part of the calendar?

Mr. MAGNUSON. The Senator is correct.

Mr. LUCAS. Then, if the Senator from Ohio is correct that we are to conclude the calendar, this motion will automatically come up when we get through?

The PRESIDENT pro tempore. No. Let the Chair state the situation, as the Chair understands it. The Senate is operating now under a unanimous-consent order, and nothing can be done except by unanimous consent. The bill to which the Senator from Louisiana attached his motion to reconsider was passed by unanimous consent. The motion to reconsider, however, cannot be taken up until after the unanimous-consent procedure is entirely finished, and after the pending motion in respect to the Kem resolution is out of the way, so that the Senate is open again to consider motions to take up legislative matters.

Mr. LUCAS. Do I understand the Kem resolution has priority over motions to reconsider?

The PRESIDENT pro tempore. It does. It is a pending motion, which has been temporarily set aside by unanimous consent.

Mr. MAGNUSON. Mr. President, a parliamentary inquiry.

The PRESIDENT pro tempore. The Senator will state it.

Mr. MAGNUSON. What is the status, then, of the bill (H. R. 4229) which passed the Senate?

The PRESIDENT pro tempore. The status of the bill is that it is in suspended animation, held up by the motion of the Senator from Louisiana. Nothing can be done about it until the Senator from Washington or the Senator from Louisiana can call it up in regular legislative session.

Mr. MAGNUSON. The Senator from Washington and the Senator from Louisiana are trying to do that. It is only on the calendar.

The PRESIDENT pro tempore. Of course, the Senator from Louisiana can withdraw his motion if he wishes; but otherwise there is nothing the Chair can do to give any solace to the Senator from Washington.

RESOLUTION PASSED OVER

Mr. McGRATH. Mr. President, I now ask unanimous consent to revert to Calendar 598, Senate Resolution 144, authorizing an investigation of law enforcement and police administration in the District of Columbia. I understand the Senator who objected yesterday will not further object.

Mr. JOHNSTON of South Carolina. Mr. President, I object.

The PRESIDENT pro tempore. The Senator from South Carolina objects.

SPECIAL COINAGE BILLS

Mr. FULBRIGHT. Mr. President, yesterday I entered several motions to reconsider, and discussed a number of the bills. I discussed the matter with a member of the committee. It is his thought and mine that if we let all these bills go, they will disclose how ridiculous it is to have so many of these that will better enable the President to veto all of them. So I have concluded that I wish to withdraw a motion to reconsider on Senate bill 1614, Senate bill 1304, Senate bill 1042, Senate bill 722, Senate bill 342, and Senate Joint Resolution 48.

The PRESIDENT pro tempore. The Senator from Arkansas withdraws his motions to reconsider.

AMENDMENT OF THE RFC ACT

Mr. SPARKMAN. Mr. President, I ask unanimous consent to revert to Calendar 644, Senate bill 1543.

The PRESIDENT pro tempore. The clerk will state the bill by title.

The CHIEF CLERK. A bill (S. 1543) to amend the Reconstruction Finance Corporation Act, as amended.

Mr. TAFT. Mr. President, I objected to this bill yesterday. I have consulted further with the Senator from Alabama and looked up the figures. There is, of course, a particular difficulty that exists in small towns where the banking facilities are limited, but so far as I can discover, \$100,000,000 would more than cover the necessary sum, during the next 6 months, until the Senate returns. I think the RFC ought to be under pressure to create and find financial institutions to whom they can transfer the mortgages. If the Senator is willing to accept an amendment reducing the amount from \$350,000,000 to \$100,000,000, I shall be glad to withdraw my objection.

Mr. SPARKMAN. Mr. President, will the Senator yield?

Mr. TAFT. I yield to the Senator from Alabama.

Mr. SPARKMAN. I do think this is a matter of very grave concern to many of the areas of the United States. While we are not certain that the \$100,000,000 will be sufficient, I certainly think it would be much better to have the authority, with that limited amount, than not to have the authority at all. There-

fore, so far as I am concerned, I am willing to accept the amendment.

Mr. TAFT. I may say that the RFC in all the period of the last 2 years has put out only about \$90,000,000, so I feel confident the \$100,000,000 will cover the next 6 months.

The PRESIDENT pro tempore. Is there objection to the present consideration of the bill?

There being no objection, the Senate proceeded to consider the bill (S. 1543) to amend the Reconstruction Finance Corporation Act, which had been reported from the Committee on Banking and Currency with an amendment, after the enacting clause, to strike out:

That section 4 (a) of the Reconstruction Finance Corporation Act, as amended by Senate Joint Resolution 135, approved June 30, 1947, is further amended by adding at the end thereof a new subdivision as follows:

"(5) To provide for original mortgagees a market for home loans guaranteed or insured under the provisions of title III of the Servicemen's Readjustment Act of 1944, as amended, by the purchase, administration, and disposition of such loans directly, or through national banks, acting as agents or as trustees, in an aggregate amount not to exceed \$500,000,000 held by the Corporation at any one time."

SEC. 2. Section 4 (c) of the Reconstruction Finance Corporation Act, as amended by Senate Joint Resolution 135, approved June 30, 1947, is further amended by striking out "\$2,000,000,000" and inserting in lieu thereof "\$2,500,000,000."

And insert:

That section 4 (a) of the Reconstruction Finance Corporation Act, as amended by Public Law 132, Eightieth Congress, approved June 30, 1947, is further amended by adding at the end thereof a new paragraph as follows:

"(5) Subject to such terms and conditions and in such manner as it may determine, to provide for original mortgagees a market for home loans guaranteed or insured under the provisions of title III of the Servicemen's Readjustment Act of 1944, as amended, by the purchase, administration, and disposition of such loans directly, or through national banks, acting as agents or as trustees, provided—

"(A) any such loan shall not have exceeded \$10,000 in original principal amount, shall not be dated prior to July 1, 1947, and shall not be delivered for purchase except during the initial 6 months from the date of such loan;

"(B) any such loan shall not be in default as of the date it is delivered for purchase;

"(C) the purchase price shall not exceed the unpaid principal balance of the loan, plus unpaid accrued interest;

"(D) an original mortgagee shall not deliver to the Corporation for purchase a loan having an unpaid principal balance which when added to the aggregate unpaid balance of loans (computed as of the dates of purchase) theretofore purchased under this section 4 (a) (5) exceeds 50 percent of the original principal amount of all such loans made by such mortgagee dated after June 30, 1947;

"(E) the aggregate unpaid principal balance of such loans purchased and commitments made pursuant to this section 4 (a) (5) shall not exceed \$350,000,000 outstanding at any one time."

So as to make the bill read:

That section 4 (a) of the Reconstruction Finance Corporation Act, as amended by Public Law 132, Eightieth Congress, approved June 30, 1947, is further amended by adding at the end thereof a new paragraph as follows:

"(5) Subject to such terms and conditions and in such manner as it may determine, to provide for original mortgagees a market for home loans guaranteed or insured under the provisions of title III of the Servicemen's Readjustment Act of 1944, as amended, by the purchase, administration, and disposition of such loans directly, or through national banks, acting as agents or as trustees, provided—

"(A) any such loan shall not have exceeded \$10,000 in original principal amount, shall not be dated prior to July 1, 1947, and shall not be delivered for purchase except during the initial 6 months from the date of such loan;

"(B) any such loan shall not be in default as of the date it is delivered for purchase;

"(C) the purchase price shall not exceed the unpaid principal balance of the loan, plus unpaid accrued interest;

"(D) an original mortgagee shall not deliver to the Corporation for purchase a loan having an unpaid principal balance which when added to the aggregate unpaid balance of loans (computed as of the dates of purchase) theretofore purchased under this section 4 (a) (5) exceeds 50 percent of the original principal amount of all such loans made by such mortgagee dated after June 30, 1947;

"(E) the aggregate unpaid principal balance of such loans purchased and commitments made pursuant to this section 4 (a) (5) shall not exceed \$350,000,000 outstanding at any one time."

SEC. 2. Section 4 (c) of the Reconstruction Finance Corporation Act, as amended by Public Law 132, Eightieth Congress, approved June 30, 1947, is further amended by striking out "\$2,000,000,000" and inserting in lieu thereof "\$2,350,000,000."

The amendment was agreed to.

Mr. TAFT. Mr. President, I now offer an amendment on page 3, line 14, to strike out the figure "\$350,000,000" and insert "\$100,000,000"; and in line 20 to strike out the figure "\$2,350,000,000" and insert "\$2,100,000,000."

The amendment was agreed to.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

Mr. GEORGE. Mr. President, I wish to make a parliamentary inquiry.

The PRESIDENT pro tempore. The Senator will state it.

Mr. GEORGE. The inquiry is whether we have escaped from the Consent Calendar.

The PRESIDENT pro tempore. We have not yet escaped.

Mr. GEORGE. Then I demand the regular order on every item from now on, so that we can finally get out from under the calendar, and I can make a motion.

The PRESIDENT pro tempore. The Chair does not understand what the Senator has in mind. It would be the Chair's view that the regular order is the unanimous Consent Calendar at the moment.

Mr. GEORGE. Yes; but I perceive, Mr. President, that discussions continue for more than 5 minutes on almost every bill called on the calendar.

The PRESIDENT pro tempore. The Chair has been endeavoring to hold Senators to 5 minutes.

Mr. GEORGE. I shall object then to special requests as they come up.

TRANSFER OF CERTAIN LANDS IN ILLINOIS TO THE SECRETARY OF THE INTERIOR

Mr. BROOKS. Mr. President, I ask unanimous consent to revert to House bill 3043, Calendar No. 740. When the

bill was called on the calendar the Senator from Washington [Mr. MAGNUSON] objected. I understand he does not now object, so I ask for immediate consideration of the bill.

The PRESIDENT pro tempore. Is there objection?

There being no objection, the bill (H. R. 3043) to provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes, was considered, ordered to a third reading, read the third time, and passed.

EXCLUSION OF CERTAIN INTERNS, STUDENT NURSES, AND OTHERS FROM CLASSIFICATION ACT

Mr. LANGER. Mr. President, I ask unanimous consent to revert to House bill 1714, Calendar No. 742. I was absent from the Senate when the bill was reached on the calendar.

The PRESIDENT pro tempore. Is there objection?

Mr. TAFT. Mr. President, when the bill was reached on the calendar I asked for an explanation. The Senator from North Dakota was not present. There was no direct objection to the bill.

Mr. LANGER. Mr. President, the bill deals with certain interns, student nurses, and other student employees of hospitals of the Federal Government. There are at present a number of these student employees engaged in study and training in hospitals, clinics, and laboratories operated by the Federal Government or the District of Columbia. The bill would exclude such individuals from the Classification Act and other laws relating to compensation and benefits of Federal employees.

Mr. President, I wish to say that at the request of the Civil Service Commission the bill was introduced and was unanimously reported from the Committee on Civil Service. It was stated by the Civil Service Commission that they preferred not to have those who were to take such positions to come under civil-service examination; that the examination in the last analysis meant nothing. Therefore they asked that the civil-service examination do not apply for this particular class of individuals.

Mr. CORDON. Mr. President, will the Senator yield?

Mr. LANGER. I yield.

Mr. CORDON. Can the Senator advise the Senate as to whether the proposed legislation would require the appropriation of money from the Treasury, and if so how much?

Mr. LANGER. It would require no appropriation of money.

The PRESIDENT pro tempore. Is there objection to the present consideration of the bill?

There being no objection, the bill (H. R. 1714) to exclude certain interns, student nurses, and other student employees of hospitals of the Federal Government from the Classification Act and other laws relating to compensation and benefits of Federal employees, and for other purposes, was considered, ordered to a third reading, read the third time, and passed.

APPLICATION FOR SELECTION TO THE STATES FOR HIGHWAY PURPOSES

Mr. KNOWLAND. Mr. President, I ask unanimous consent for the present consideration of Senate bill 1305, Calendar No. 721. When the bill was reached on the calendar objection was made by the Senator from Wyoming [Mr. O'MAHONEY], to whom I have spoken, and he has withdrawn his objection.

I may say that the bill relates only to giving the States notice so that they can file applications for rights-of-way for highways. I have received letter from the State engineer of Colorado, from the State of California, from the State of Nevada Department of Highways, from the State of Washington Department of Highways, from the New Mexico State Highway Department, and from the Wyoming Highway Department, all asking that the legislation be passed.

Mr. FULBRIGHT. Mr. President, yesterday the Senator from Illinois [Mr. LUCAS] asked me to object to the bill. He is not present at the moment.

Mr. KNOWLAND. I will say to the Senator from Arkansas that I have spoken to the Senator from Illinois, who made objection on behalf of the Senator from Wyoming, and the Senator from Illinois himself called my attention to the objection. Thereupon I consulted with the Senator from Wyoming, who withdrew his objection.

The PRESIDENT pro tempore. Is there objection to the present consideration of the bill?

There being no objection, the bill (S. 1305) to amend section 24 of the Federal Power Act so as to provide that the States may apply for reservation of portions of power sites released for entry, location, or selection to the States for highway purposes, was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Be it enacted, etc., That section 24 of the Federal Power Act, as amended, is amended by inserting before the period at the end of the first proviso thereof a colon and the following new proviso: "Provided further, That before any lands applied for, or heretofore or hereafter reserved, or classified as power sites, are declared open to location, entry, or selection by the Secretary of the Interior, notice of intention to make such declaration shall be given to the Governor of the State within which such lands are located, and such State shall have 90 days from the date of such notice within which to file, under any statute or regulation applicable thereto, an application for the reservation to the State, or any political subdivision thereof, of any lands required as a right-of-way for a public highway or as a source of materials for the construction and maintenance of such highways, and a copy of such application shall be filed with the Federal Power Commission; and any location, entry, or selection of such lands, or subsequent patent thereof, shall be subject to any rights granted the State pursuant to such application."

INCORPORATION OF THE FEDERAL CITY CHARTER COMMISSION

Mr. McCARRAN. Mr. President, I ask unanimous consent that the Senate revert to Senate bill 354, Calendar No. 102, a bill to incorporate the Federal City Charter Commission.

The PRESIDENT pro tempore. Is there objection?

Mr. REVERCOMB. I object.

Mr. McCARRAN. Mr. President, will the Senator withhold his objection until I may make an explanation?

Mr. REVERCOMB. Yes; I withhold the objection.

Mr. McCARRAN. Mr. President, all that is embraced within the bill is the right of the people, consisting of more than 1,000,000 souls, of the District of Columbia, to set up a commission to prepare a charter which must be submitted to the Congress, in order that they, the people of the District of Columbia, might have a voice in their own municipal government. If there is any Senator who thinks that there is a community in all America that should be deprived of the right of having a voice in its own particular government, then let him object to the bill, but if an American principle is contained in any measure we pass, certainly it is in this bill.

All that is incorporated in the bill is the right of the people of the District of Columbia to try, if you please, to formulate a government for home rule. Not that they have a vote in the Nation; not that they have a place in the Nation as regards the election of a President or a Vice President or a Senator, but rather that they may have a voice in their own home rule. That is all that is involved in the bill. Then they must, after drafting the proposed charter, submit the charter to the Congress for approval.

Today the Committee on the District of Columbia is asking for some \$25,000, if I am correct in the figure, with which to investigate a part of the District of Columbia government, namely, the Police Department, whereas, as a matter of fact, if the people of the District of Columbia had a chance to express their own voice in the selection of their chief of police and their city organization, perhaps that would be entirely unnecessary. If it is right to appropriate out of the funds of the Senate \$25,000 with which to investigate the Police Department of the District of Columbia, then is it not right that the people of the District of Columbia should have a chance to voice their own expressions in the selection of their own governors who would select the chief of police, so that then the people of the District of Columbia themselves could hold the chief of police responsible to the people of the District of Columbia?

That is all that is involved in this bill. There is no charter involved. There is no national vote involved. There is no national position involved. It involves only the opportunity for the people of an American community to have American rights.

The PRESIDENT pro tempore. The time of the Senator has expired.

Mr. McCARRAN subsequently said: Mr. President, it is indeed surprising when an American Congress will deprive an American community, living at the Capital of the Nation, where the Congress must assemble, of the right to express itself in the selection of its own local government.

On every hand we are asked to do everything to prevent communism in this country and to prevent subversive action. I cannot permit this moment to pass without saying that by mere personal objection on the floor of the Senate we are depriving 1,000,000 souls in the Nation's Capital of the right to express themselves in the selection of their own municipal governors.

If there ever was a government in all America that required immediate investigation, immediate revision, immediate thought and consideration, it is the Government of the District of Columbia. Who is better entitled to investigate that government, to consider it, and to establish a new government, if necessary, than the people who pay a high percentage of taxes to maintain the government? Yet by one objection we deny the right of those who are living here merely to study a method by which they might set up their own charter and their own civil government. It is incomprehensible. To my mind it is without the scope of the American spirit, and without the scope of American ideals.

The PRESIDENT pro tempore. The Senator from West Virginia [Mr. REVERCOMB] has objected to consideration of the bill. The bill will be passed over.

Mr. REVERCOMB. Mr. President, a question of this importance requires longer consideration. This bill involves the question of government in the District of Columbia, which we have met and dealt with in its many phases.

The PRESIDENT pro tempore. Will the Senator wait until the next bill is before the Senate, so that we may proceed in order?

Mr. REVERCOMB. I thought I was discussing the bill which was before the Senate.

The PRESIDENT pro tempore. The bill has been passed over at the Senator's request.

Mr. McCARRAN. Mr. President, a point of order.

The PRESIDENT pro tempore. The Senator will state it.

Mr. McCARRAN. Am I in error in believing that any Senator has a right to discuss this question for a period of 5 minutes?

The PRESIDENT pro tempore. Just so soon as something is before the Senate. The Senate is in precisely the same situation in which it was when the point of order was made against the Senator from New Mexico [Mr. HATCH] sometime ago. When the next bill is before the Senate, the Chair will be very glad to recognize the Senator from West Virginia, unless the Senator from West Virginia withdraws his objection temporarily.

Mr. REVERCOMB. I did withhold my objection, Mr. President.

The PRESIDENT pro tempore. Very well. The Senator from West Virginia is recognized.

Mr. REVERCOMB. Mr. President, this bill is one phase of the matter of government in the District of Columbia. I feel that it is of such importance that it ought not to be passed summarily and quickly upon the call of the calendar. It should be given more consideration. Therefore I object.

The PRESIDENT pro tempore. The bill will be passed over.

Mr. McCARRAN. Mr. President, a parliamentary inquiry.

The PRESIDENT pro tempore. The Senator will state it.

Mr. McCARRAN. What is the status of the RECORD? Did the Senator from West Virginia insist on his objection, or was it withheld?

The PRESIDENT pro tempore. The Senator from West Virginia renewed his objection at the end of his statement.

COAST GUARD AVIATION STATIONS

Mr. HAWKES. Mr. President, I ask unanimous consent to return to Calendar No. 731, House bill 72.

The PRESIDENT pro tempore. The Senator from New Jersey asks unanimous consent to return to Calendar No. 731, House bill 72, which will be stated by title for the information of the Senate.

The CHIEF CLERK. A bill (H. R. 72) to increase the number of authorized aviation stations operated by the Coast Guard, and for other purposes.

Mr. HAWKES. Mr. President, earlier in the day when Calendar No. 731, House bill 72, was reached, objection was made by the Senator from South Dakota [Mr. GURNEY] on the ground that he felt that there was a letter in the Committee on Interstate and Foreign Commerce from the Army opposing the bill. I have since learned that there is no such letter. I have taken the question up with the Senator from South Dakota, and he has authorized me to state that he withdraws his objection.

The PRESIDENT pro tempore. Is there objection to the present consideration of the bill?

There being no objection, the bill (H. R. 72) to increase the number of authorized aviation stations operated by the Coast Guard, and for other purposes, was considered, ordered to a third reading, read the third time, and passed.

PAYMENT OF TRAVEL EXPENSES OF POST OFFICE DEPARTMENT EMPLOYEES

Mr. BALDWIN. Mr. President, I ask unanimous consent to return to Calendar 743, Senate bill 1064.

The PRESIDENT pro tempore. The Senator from Connecticut asks unanimous consent to return to Calendar 743, Senate bill 1064, which will be stated by title for the information of the Senate.

The CHIEF CLERK. A bill (S. 1064) relating to the payment of travel expenses of officers and employees of the Post Office Department and postal service.

The PRESIDENT pro tempore. Is there objection to the present consideration of the bill?

Mr. RUSSELL. Mr. President, I should like to ask the Senator what expense is involved?

Mr. BALDWIN. The bill would entail no expenditure. Under the present practice and the present law, if a postal employee expends any money for traveling expenses on business of the Government, the account must first be pre-audited by the General Accounting Office. The bill would simply give authority to postmasters and disbursing officers to authorize traveling expenses. The accounts would all be carefully and

properly audited thereafter. The difficulty under the present law is that when a man spends his own money he must often wait several weeks, and perhaps months, before he is reimbursed. The bill would merely correct that situation.

The PRESIDENT pro tempore. Is there objection to the present consideration of the bill?

Mr. OVERTON. Mr. President, does this bill involve expenditure for clerks and employees of the Post Office Department attending conventions?

Mr. BALDWIN. The bill would not involve any additional expenditure. As a matter of fact, it might result in saving some money, because it would eliminate some paper work. It merely eliminates the preaudit of the traveling-expense accounts, and gives the Postmaster General authority to prescribe, by rules and regulations, the method for effectuating the payment of traveling expenses of postal employees engaged in business of the Government.

The PRESIDENT pro tempore. Is there objection to the present consideration of the bill?

There being no objection, the bill was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Be it enacted, etc., That the Postmaster General may, under such regulations as he may prescribe, authorize the payment of travel expenses of officers and employees of the Post Office Department and postal service, and advances of necessary sums to defray such travel expenses, without regard to section 3674 of the Revised Statutes, as amended (31 U. S. C. 632), and section 4055 of the Revised Statutes, as amended (39 U. S. C. 787), by designated postmasters and other disbursing officers prior to certification by the General Accounting Office, by warrants or checks not registered, and countersigned in the General Accounting Office.

CONSTRUCTION OF CERTAIN PUBLIC WORKS BY THE NAVY

Mr. GURNEY. Mr. President, I ask unanimous consent to return to Calendar No. 660, Senate bill 1675.

The PRESIDENT pro tempore. The Senator from South Dakota asks unanimous consent to return to Calendar No. 660, Senate bill 1675, which will be stated by title for the information of the Senate.

The CHIEF CLERK. A bill (S. 1675) to authorize the Secretary of the Navy to proceed with the construction of certain public works and for other purposes.

Mr. GEORGE. I object. This is a Senate bill; and I have a bill of which I am in charge which passed the House. If I cannot get consideration for it I shall certainly not consent to consideration for any other Senate bill.

The PRESIDENT pro tempore. The bill will be passed over.

BILLS PASSED OVER.

Mr. GURNEY. Mr. President, I ask unanimous consent to revert to Calendar 661, Senate bill 1676, to authorize the Secretary of War to proceed with construction at military installations, and for other purposes.

Mr. GEORGE. I object.

The PRESIDENT pro tempore. The bill will be passed over.

[PUBLIC LAW 361—80TH CONGRESS]

[CHAPTER 489—1ST SESSION]

[H. R. 3043]

AN ACT

To provide for the transfer of certain lands to the Secretary of the Interior, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to promote the orderly development and use of the lands and interests therein acquired by the United States in connection with the Crab Orchard Creek project and the Illinois Ordnance Plant in Williamson, Jackson, and Union Counties, Illinois, consistent with the needs of agriculture, industry, recreation, and wildlife conservation, all of the interests of the United States in and to such lands are hereby transferred to the Secretary of the Interior for administration, development, and disposition, in accordance with the provisions of this Act.

SEC. 2. All of the lands transferred to the Secretary of the Interior, pursuant to the provisions of this Act, first shall be classified by him with a view to determining, in cooperation with Federal, State, and public or private agencies and organizations, the most beneficial use that may be made thereof to carry out the purposes of this Act, including the development of wildlife conservation, agricultural, recreational, industrial, and related purposes. Such lands as have been or may hereafter be determined to be chiefly valuable for industrial purposes shall be leased for such purposes at such times and under such terms and conditions as are consistent with the general purposes of section 2 of the Surplus Property Act of 1944, as amended, and with the purposes of this Act. Except to the extent otherwise provided in this Act, all lands herein transferred shall be administered by the Secretary of the Interior through the Fish and Wildlife Service in accordance with the provisions of the Act of August 14, 1946 (Public Law 732, Seventy-ninth Congress), and Acts supplementary thereto and amendatory thereof for the conservation of wildlife, and for the development of the agricultural, recreational, industrial, and related purposes specified in this Act: *Provided*, That no jurisdiction shall be exercised by the Secretary of the Interior over that portion of such lands and the improvements thereon which are now utilized by the War Department directly or indirectly until such time as it is determined by the Secretary of War that utilization of such portions of such lands and the improvements thereon directly or indirectly by the War Department is no longer required: *Provided further*, That, subsequent to the determination referred to in the preceding proviso, the lands and improvements mentioned therein shall be administered by the Secretary of the Interior, and any lease or other disposition thereof shall be made subject to such terms, conditions, restrictions, and reservations imposed by the Secretary of War as will, in the opinion of the Secretary of War, be adequate to assure the continued availability for war production purposes of such lands and improvements.

Approved August 5, 1947.

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